





Our government is not copied from those of our neighbours; we are an example to them rather than they to us. Our constitution is named a democracy because it is in the hands not of the few but of the many. Our citizens attend to both public and private duties and do not allow absorption in their own various affairs to interfere with their knowledge of the city's. We differ from other states in regarding the man who holds aloof from public life not as "quiet" but as useless; we decide or debate carefully and in person all matters of policy . . .

Ours is no work-a-day city only. No other provides so many recreations for the spirit; contests and sacrifices all the year round and beauty in our public buildings to cheer the heart and delight the eye by day. We are lovers of beauty without extravagance and lovers of wisdom without loss of manliness. In a word I claim that our city as a whole is an education to Greece, and that her members yield to none, man by man, for independence of spirit, many-sidedness of attainment, and complete self-reliance in limbs and brain.

Let us draw strength from our great city's life, falling in love with her, and remembering that all this greatness she owes to men with the fighter's daring, the wise man's understanding of his duty, and the good man's self-discipline in its performance—to the men who, sacrificing their lives on her behalf, receive praise that will never die, and with it the grandest of all sepulchres: not that in which their mortal bones are laid, but a home in the minds of men. For the whole earth is the sepulchre of famous men, and their story is not graven only on stone over their native earth but lives on far away without visible symbol, woven into the stuff of other men's lives.

*Excerpts from Pericles' funeral oration (THUCYDIDES, BOOK 2)  
as printed on the wall of the Grecian Room in the Royal  
Ontario Museum, Toronto.*



# COMMUNITY PLANNING REVIEW

## REVUE CANADIENNE D'URBANISME

VOLUME XIV

NUMBER 1

COMMUNITY PLANNING ASSOCIATION OF CANADA  
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*Carte de vocation des sols, municipalité de Brébeuf. Voir page 2. Agricultural Soils Map, municipality of Brébeuf. See page 2. Photo by Photographic Surveys, Québec. Soil study by STAR.*

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## QUEBEC:

*où  
vont  
les  
régions  
rurales?*

*What  
future  
for  
rural  
regions?*

W. T. Perks

*Société Technique d'Aménagement Régional*

At the time that *Planning the Countryside* appeared in the COMMUNITY PLANNING REVIEW (Summer 1963) two significant planning projects for rural areas got underway in the Province of Quebec. In a sense, the following comments on these projects take up where Mr. Pearson's article left off. It is my intention to show how ARDA works for rural communities in Quebec and to describe a few of the salient problems which compel us to go beyond elementary zoning practices when dealing with the countryside.

It is characteristic of the current search for a unique planning idiom in Quebec that the Agricultural Rehabilitation and Development Act has been seized upon as an instrument for treating many rural problems through comprehensive research and planning. Probably no other Province has interpreted ARDA as fully to the letter or as amply in spirit; it is an intelligent interpretation, promising no speedy decisions or disbursements of funds for "stop-gap" agricultural projects, but rather envisaging a "stock-taking" phase prior to financial and land use action.

What features of ARDA make it a valuable tool for planning in rural areas? The Act offers financial and technical assistance to the Provinces for the under-

Au moment où l'article "*Planning the Countryside*" a été publié dans la REVUE CANADIENNE D'URBANISME en 1963, deux projets de planification dans les régions rurales ont été entrepris dans la Province de Québec. Pour une part, les commentaires qui suivent sur ces projets continuent la discussion déjà entreprise par M. Pearson. L'objet de cet article est de montrer comment la loi ARDA peut s'appliquer aux problèmes de la population rurale du Québec et de décrire certaines des difficultés qui forcent à dépasser les pratiques élémentaires de zoning, quand nous traitons des zones rurales.

Il est normal, si l'on considère la volonté du Québec d'opter pour un plan de développement qui soit adapté à ses besoins, que la Loi d'Aménagement Rural et de Développement Agricole ait été employée comme un instrument permettant d'aborder divers problèmes ruraux au moyen de recherches approfondies et d'aménagement global. Il est possible qu'aucune autre province n'ait interprété aussi complètement la loi ARDA dans la lettre et dans l'esprit; il s'agit d'une interprétation intelligente, ne promettant aucune décision hâtive ni des déboursés de fonds pour des projets agricoles du type "cataplasme", mais envisageant une prise de conscience, sous la forme d'un inventaire, avant d'entreprendre des actions financières ou d'utilisation des sols.



taking of "projects providing for the alternative uses of agricultural lands . . . the development of new opportunities for increased income and employment in rural agricultural areas, and . . . the development and conservation of the soil and water resources of Canada." As a rule, the administrators of the Act insist upon strong local demand for any planning project, the object being to encourage attitudes of self-help and a collective community approach to problems.

In my opinion, ARDA—if judiciously exploited—can become one of the most important pieces of planning legislation in Canada, since it is neither exclusively land use nor economic in its intent; it holds out possibilities for a synthesis of both these elements in a systematic method of policy making.

### **Planners and Rural Areas**

A significant feature of the ARDA programme is the way in which technical and creative personnel who previously thrived almost exclusively in urban contexts have been brought to the service of rural communities. Apparently because of numerical superiority, it would seem that the 74% of the Quebec population who live in urban areas have first call upon our stock of planners. Yet, in terms of land and space, our natural resources are far flung; this fact, coupled with relentless invasions upon the rural scene by urbanites, make us realize that the economy as well as the physical attributes of country regions stand in need of corrective measures. It is fair to say that our 26% rural population has not benefited as it should from the availability of planning skills. Now, by bringing the planner to the service of farmers, ARDA has persuaded us to study rural resources, both human and physical, in a context which is predominantly agrarian and no longer in the context which treats agriculture as an embarrassing obstacle in the path of urban-industrial expansion.

### **Regional Planning in Quebec**

In Quebec three large scale planning studies have been initiated:

- The Lower St. Lawrence Region (Gaspé)
- The Brome-Stanstead Region (Eastern Townships)
- The Rouge River Valley (Laurentians)

All three projects benefit from the financial assistance available from ARDA. Since the author is but responsible for the last two mentioned projects, only they will be referred to in this article. The reader will likely be

Quelles sont les caractéristiques de l'ARDA qui en font un précieux instrument de planification dans les régions rurales? La loi offre une assistance technique et financière aux provinces afin d'entreprendre "des projets tendant à une utilisation et une exploitation économique plus efficace des terres agricoles . . . à accroître les possibilités de revenu et du volume d'emploi dans les régions agricoles rurales, . . . à la mise en valeur et à la conservation des approvisionnements hydrauliques à des fins agricoles et . . . à l'amélioration et à la conservation des sols "De façon générale, les administrateurs de la Loi insistent pour que les communautés locales requièrent des projets de planification, le but étant d'encourager le désir de s'aider soi-même et l'approche collective aux difficultés rurales.

A mon avis, la Loi ARDA, si employée judicieusement, peut devenir un des segments les plus importants d'une législation en vue de la planification au Canada, puisque son but n'est pas exclusivement l'utilisation du sol ni le développement économique; cette Loi permet la synthèse de ces deux éléments en une méthode systématique d'analyse en vue de l'action.

### **Les planificateurs et les régions rurales**

Une caractéristique significative du programme ARDA est la façon avec laquelle techniciens et créateurs, dont les fonctions s'exerçaient surtout dans un contexte urbain, ont été mis à la disposition des communautés rurales. Apparemment à cause d'une supériorité numérique, il apparaît que le 74 p. 100 de la population du Québec qui vit dans des régions urbaines, accapare l'ensemble de nos aménagistes. Cependant, en termes de territoire et d'espace, nos ressources naturelles sont étendues; ce fait, ajouté aux invasions incessantes du territoire rural par la population urbaine, nous fait réaliser que l'économie aussi bien que les attributs physiques des régions rurales requièrent des mesures correctives. On peut affirmer que les 26 p. 100 de notre population vivant dans le milieu rural n'a pas bénéficié comme il se doit du talent des aménagistes que nous possédons. Maintenant, en mettant l'aménagiste au service du fermier, le programme ARDA nous a incité à étudier les ressources rurales, humaines et physiques, dans un contexte davantage agricole et non plus dans un contexte qui traite l'agriculture comme un obstacle dans la voie de l'expansion industrielle—urbaine.

### **L'Aménagement du Territoire au Québec**

Trois régions du Québec sont présentement étudiées: Le Bas St-Laurent et la Gaspésie; La Région de Brome-Stanstead, (L'Estrie); La Vallée de la Rouge (Laurentides). Dans les trois cas, il s'agit d'études entreprise

interested in knowing something about the problems of these areas and how they might be solved by regional planning. Understandably, not all aspects of the study can be touched upon in the space available.

A working hypothesis for the Rouge and Brome-Stanstead projects was adopted in May, 1963. This centres around two fundamental human activities common to both regions: *farming* and *tourism*. The author felt that by studying both these aspects in some depth we would be in a position to respond with positive planning measures to most of the important regional development needs. Numerous research schemes attach themselves to this working hypothesis; broadly speaking they are:

*a physical resources study*  
*a human resources study*  
*an economic study*

The Rouge River, a tributary of the Ottawa, is situated in the Laurentian mountains about 80 miles northwest of Montreal. The limits of the region were drawn up by a local association which has for many years advocated a conservation policy for the valley based on the traditional watershed concept. Although this concept has utility for a number of aspects (e.g. reforestation, soil and water conservation), it does not provide a fully adequate framework for such aspects as employment, migration and inter-regional exchange of goods and services. The fact that the Valley region cuts across four counties also gives rise to administrative handicaps.

The Brome-Stanstead region is confined to the highland zone along the most westerly range of the Appalachian Ridge. Two complete counties and parts of four other counties are included.

The following table is a resumé of some essential characteristics of these regions:

REGION	AREA SQUARE MILES	LAND UNDER CULTIVATION % app.	FARM POPULATION	FARMS	INDUSTRIAL TOWNS
Brome-Stanstead	2,300	44	18,975	3,643	4
Rouge	2,000	12	3,906	720	nil
REGION	SUPERFICIE MILLES CARRES	TERRES EN CULTURE %	POPULATION AGRICOLE	FERMES	VILLES INDUSTRIELLES

dans les cadres de la loi ARDA. Nous parlerons surtout des deux dernières régions ci-haut mentionnées, puisque ce sont celles que le gouvernement nous a chargés d'étudier. Dans les lignes suivantes nous tâcherons d'exposer quelques maux de ces régions marginales et la possibilité d'y remédier à l'aide de la planification régionale.

Dès le début des travaux de recherches, en mai 1963, nous avons établi un cadre d'analyse en fonction des deux ressources principales des régions de la Rouge et de Brome-Stanstead: *l'Agriculture* et *le Tourisme*. Nous croyons qu'une connaissance approfondie de ces deux secteurs, ne peut qu'aboutir à des recommandations positives et qui tiennent compte de la plupart des besoins primordiaux de ces régions. Pour être plus explicite, disons qu'à partir de cette hypothèse de base, notre plan de recherches, grosso modo, est le suivant: *une étude du milieu bio-physique; une étude sociologique et démographique; une étude économique.*

La Vallée de la Rouge occupe une portion des Laurentides à mi-chemin entre Montréal et Ottawa. Les limites de la région coïncident avec celles du bassin hydrographique de la Rouge; elles ont été déterminées par un groupement local qui, depuis plusieurs années s'occupe d'éduquer la population sur l'importance de la conservation des sols et de la forêt. Bien qu'un bassin hydrographique peut s'avérer un critère de délimitation utile et adéquat (lorsqu'il s'agit par exemple de traiter des domaines comme le reboisement, la protection des sols, l'érosion, la pollution des eaux etc.) il devient arbitraire, toutefois, dès que l'on aborde des questions telles que l'emploi de la main-d'oeuvre, les mouvements migratoires, le transport des marchandises, les pôles d'attraction etc. Le fait que la Vallée de la Rouge touche à quatre comtés suscite également des désavantages d'ordre administratif. Quant à la région de Brome-Stanstead, elle correspond à cette bande de hautes-terres qui coure le long de la rangée de l'ouest des appalaches québécoises. Elle englobe deux comtés en entier et des portions de quatre autres comtés. Le tableau suivant résume les traits principaux des deux régions:



The difference in settlement density between the two regions is explained by the vast forest cover and relatively poor soils which pertain in the Rouge by contrast with Brome-Stanstead. In the Rouge, the forestry industry plays a vital role, and tourism has long been established there owing to the abundance of lakes and proximity to Montreal. Intense demand for recreational space has only recently been felt in Brome-Stanstead, and popular clamour for zoning has now arisen as farms begin to change hands at a rapid pace.

### Physical Resources

To determine the true agricultural vocation of the region, detailed geomorphological studies and soil classifications were carried out. The information yielded by the former becomes a permanent asset, useful for forestry, agricultural or highway planning. The soils classification results from interpretation of the geomorphological fabric of the region, and for the purposes of the projects the ARDA seven category system was adopted. Maps showing land use and property structure were also produced, since a plan for future uses of land cannot be sensibly drawn up without knowing the constraints imposed or likely to be imposed by existing conditions.

All these characteristics of soil and land were studied through aerial photo interpretation and field work and finally presented on photo mosaics,  $\frac{1}{4}$  mile to an inch in scale. The importance of these documents can be judged from the accompanying illustration of a project for land consolidation on the next page. The significance is further made apparent when we consider that in many municipalities under study a sizeable proportion of farm land is abandoned or under speculation, while in many other municipalities we find that over 50% of the property is held by people who live outside the region.

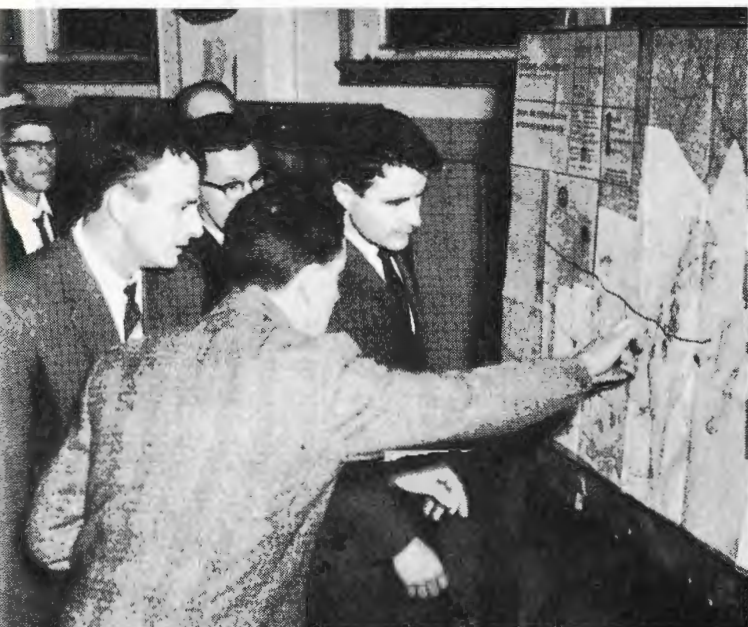
La densité différente du peuplement dans les deux régions s'explique par un domaine forestier plus vaste et des sols plus pauvres dans la Rouge comparativement au secteur Brome-Stanstead. Dans la Rouge, l'industrie forestière est l'industrie de base, et le tourisme existe depuis longtemps déjà, grâce aux innombrables lacs et à leur proximité de Montréal. Ce n'est que récemment que la pression du tourisme a commencé à se faire sentir dans la région de Brome-Stanstead; mais déjà la population réclame une réglementation de l'usage du sol, s'alarmant du rythme accéléré de la disparition des fermes.

### Le milieu bio-physique

En vue de déterminer la vocation agricole de la région, nous avons dû entreprendre des études morphologiques et pédologiques détaillées. Les cartes morphologiques font figure de documents de base permanent, à partir desquels une planification forestière, agricole ou routière peut être élaborée.

C'est précisément à partir de nos cartes morphologiques que nous avons pu établir la classification des sols en fonction de leur formation naturelle (pour les besoins de la présente étude nous avons adopté la classification de l'ARDA: sept catégories de sols). Des cartes de propriété et d'utilisation du sol complètent cet inventaire, car il est évident que l'élaboration d'un plan d'aménagement du territoire ne peut se faire sans la connaissance des contraintes actuelles ou éventuelles.

Toutes ces données relatives à la nature des sols et à leur utilisation actuelle sont le fruit d'un long travail d'interprétation de photos aériennes et de recherches sur le terrain. Le tout a été cartographié sur des mosaïques à l'échelle:  $\frac{1}{4}$  mille équivaut à un pouce. L'importance de ces documents est bien illustrée par le projet ci-joint d'un remembrement des terres (voir page suivante). Il est hors de doute que ces renseignements



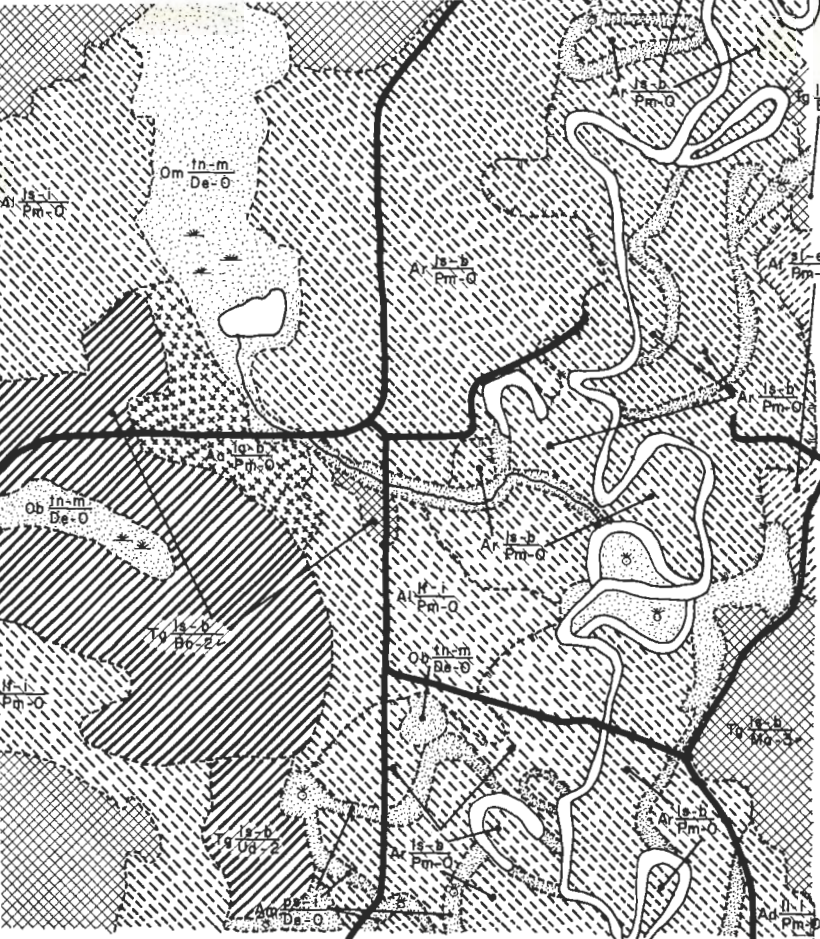
Page 2 — General view of the Rouge Valley. Will this yet untouched area resist tourist pressures? Under present influences these farms, situated on the best soils of the region, will disappear shortly.

Left — The active participation of rural municipal councils in the Planning Study is extremely important. Here, a scheme for access roads for a new Expressway is vigorously debated in the Brome-Stanstead region.

La page 2 — Ce paysage champêtre de la Rouge illustre bien l'engouement des villégiateurs pour les Laurentides. Ce coin intouché résistera-t-il encore longtemps à la pression touristique? Au rythme actuel ces fermes situées sur le meilleurs sols de la région risquent de disparaître d'ici les 10 prochaines années.

A gauche — La participation active des conseils municipaux est essentielle dans toute étude d'aménagement du territoire; ci-dessus un projet de routes d'accès à une nouvelle autoroute est examiné avec soin par des représentants de la région Brome-Stanstead.



SOIL CLASSIFICATION — AGRICULTURAL  
VALUE

## CLASSIFICATION DES SOLS — VOCATION AGRICOLE

Cultivable soils which require particular care in order to preserve natural fertility. Adaptable to various types of farming.

Sols cultivables mais qui demandent quelques soins particuliers afin d'en conserver la fertilité naturelle. Ils s'adoptent à divers types de culture.

Cultivable soils which require a lot of care and which are limited in farming use.

Sols cultivables, mais qui demandent beaucoup de soins et ne peuvent supporter que quelques types de culture.

Cultivable soils but restricted; limited to small crop range and high risk of poor harvest.

Sols cultivables mais d'une façon très restrictive; seuls quelques types de culture sont possibles, et encore les risques d'une mauvaise récolte sont grands.

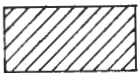
Non cultivable soils useful for non-improved permanent pasturage.

Sols non cultivables mais utilisables comme pâture permanente non améliorables.

Soils not appropriate for agriculture.

Sols impropres à l'agriculture.

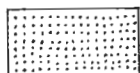
EXISTING LAND USE  
UTILISATION ACTUEL DU SOL



Temporary meadow, mowed (hay, clover)  
Prairie temporaire, broutée (foin, trèfle)



Oats  
Avoine



Row crops (corn, potatoes)  
Plantes sarclées (maïs, pommes de terre)



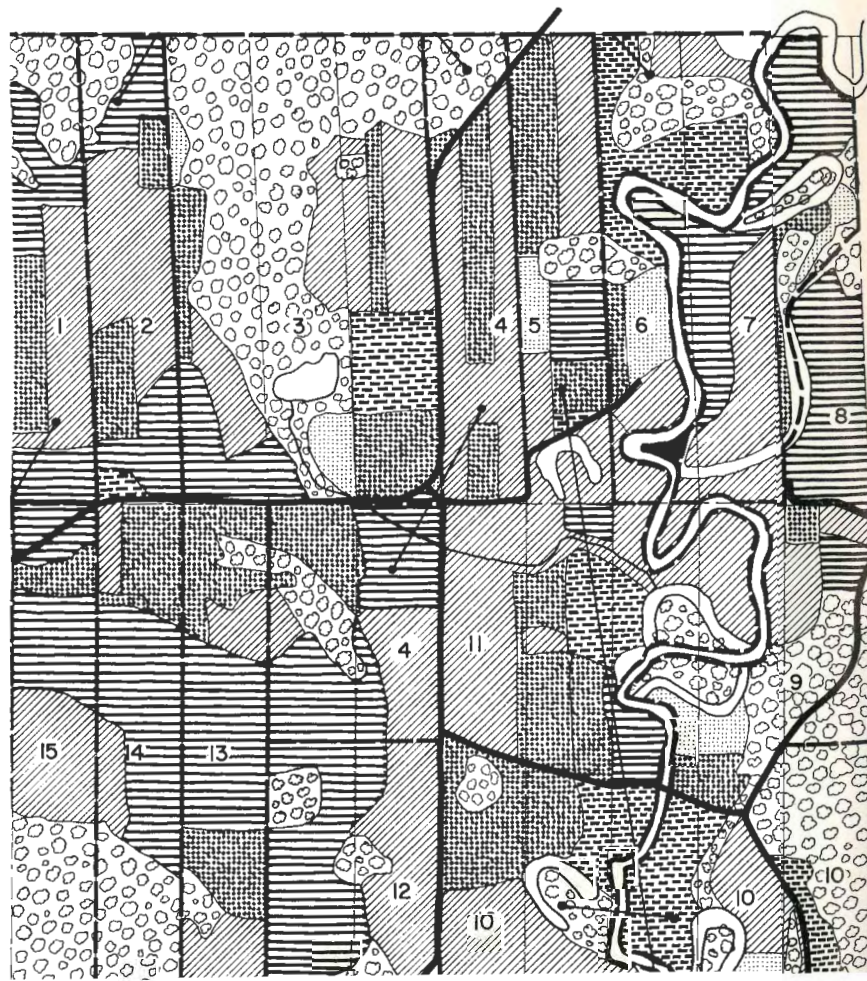
Temporary meadow, pastured  
Prairie temporaire, broutée



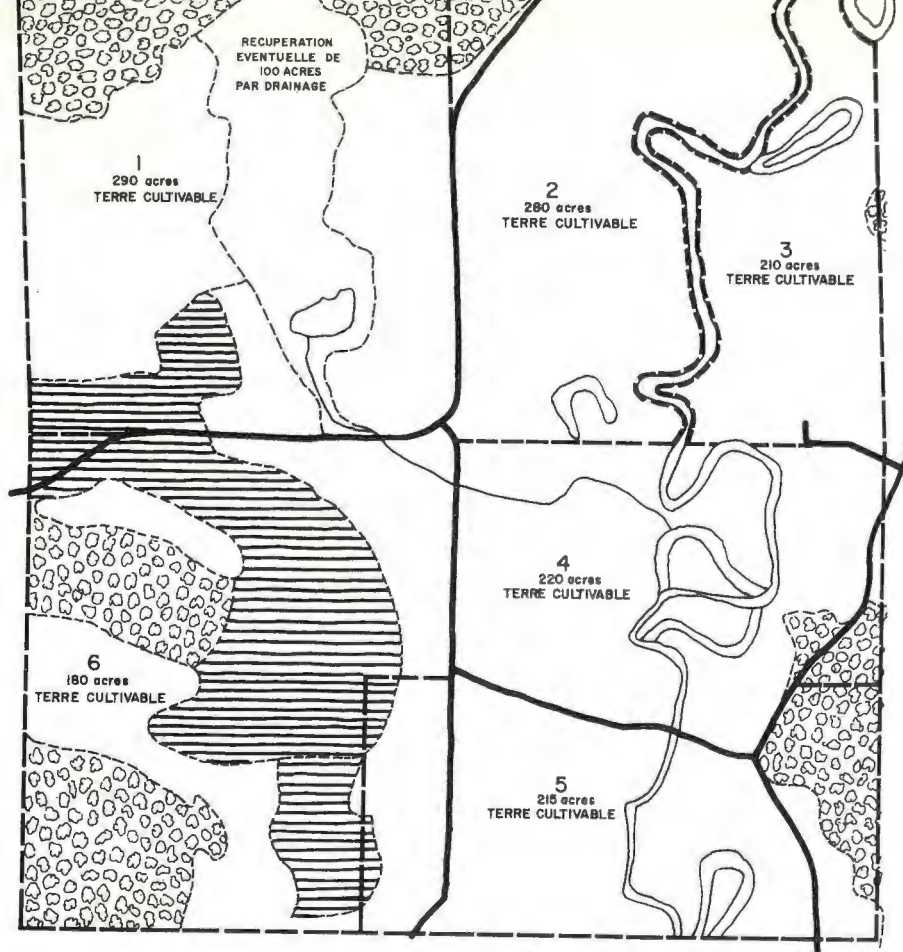
Pasture  
Pâturage



Mixed woodland  
Forêt mixte







## LAND CONSOLIDATION IN A MILK-PRODUCING AREA

### REMEMBREMENT DE TERRES DANS UNE REGION A VOCATION LAITIERE

#### *Avant:*

- 15 fermes
- superficie moyenne cultivable: 25 à 90 acres
- dispersion des terres
- cultures plus ou moins adoptées au sol
- superficies trop petites pour supporter un troupeau laitier suffisant et impossibilité de pratiquer un assolement rationnel.

#### *Après:*

- 6 propriétaires
- superficie moyenne cultivable: 200 à 300 acres
- concentration des terres
- superficies suffisantes pour supporter un troupeau de 25 à 35 vaches tout en conservant la fertilité naturelle du sol et tout en permettant un assolement approprié.

#### *Before:*

- 15 farms
- average cultivable acreage: 25 to 90
- fragmentation of fields
- farming more or less adapted to soils
- fields too small to support proper dairy herds and impossible to practice rational rotation.

#### *After:*

- 6 farms
- average cultivable acreage: 200 to 300
- concentration of fields
- farming better adapted to soils; field areas sufficient to support dairy herds of 25 to 35 head, taking into account the preservation of soil fertility. Rational rotation now possible.



These two phenomena alone are of utmost importance to a regional planning program. How can land adjustments be made? Who will be affected? What kind of zoning measures are most apt under the circumstances? What should be the nature and cost of conservation and reforestation programmes? How can the incomes of farmers be improved by rehabilitating woodlot resources? To answer these last two questions, a special forest inventory and woodlot management study has been initiated and the employment prospects of the forestry industry are also being studied.

### **Tourism**

The study of tourism carried out during the past summer consisted of land use mapping and a questionnaire circulated among owners and renters of cottages. The mapping established the locations and kinds of cottages available for rent, as well as the extent to which land and water resources have been used up or abused. This is to be followed by an inventory of potential recreation areas, with a view to producing a sensible program for their future exploitation. Anyone who has taken his family to the Laurentians will recall with ready rancour that there is virtually no place to bathe or go boating within reasonable access from a highway, despite the abundance of lakes. Lakes have long since been "consumed" for private purposes, and no comprehensive scheme for the "opening" of lakes, either for public or private use, has ever been implemented.

The questionnaire complements other economic studies and seeks to find ways and means by which the rural population can derive incomes, partially or wholly, from expenditures made in the tourist sector of the economy.

Hotel and resort industries were also examined in order to discover how rural labour might participate in them. For example, it was found that the resort industry in the Rouge Valley requires certain management and service skills for which rural people are generally unqualified; consequently, jobs go to persons coming from outside the region. The Regional Plan might then incorporate the establishment of training centres—for instance, a Conservation Centre for training forestry rangers and fish and game wardens, or a School modelled along the lines of the Swiss "écoles d'hôtellerie".

The object of the Regional Plan shall be to recommend ways in which agricultural labour can be integrated more effectively into the tourist economy and

sont promordiaux, si l'on considère que dans plusieurs de ces municipalités bon nombre de fermes sont abandonnées ou en spéculation, alors que dans d'autres municipalités au delà de 50 p. 100 des terres appartiennent à des gens qui habitent à l'extérieur de la région.

Ces conjonctures particulières seules apparaissent déjà comme des éléments importants de tout programme d'aménagement régional. Comment procéder à un remembrement des terres? Qui va être touché? Quel type de réglementation du sol serait le plus approprié dans les conditions actuelles? Comment et à quel prix doit-on encourager la conservation des ressources physiques? le reboisement? Dans quelle mesure une utilisation rationnelle et une réhabilitation des boisés de ferme peuvent contribuer à améliorer le niveau de vie des cultivateurs? Une réponse à ces deux dernières questions est déjà amorcée grâce à notre étude de gestion des boisés de fermes et à notre inventaire du marché du travail actuel et futur dans l'industrie forestière.

### **Tourisme**

Les efforts ont été concentrés sur la cartographie des chalets et la distribution d'un questionnaire parmi les propriétaires et locataires de chalets. Ces cartes montrent la localisation des chalets et l'usage qu'on a fait (distinction entre chalets privés et à louer), le degré de saturation des lacs et des cours d'eau de la région. Ces premiers travaux seront suivis d'un inventaire d'emplacements récréatifs en vue d'établir un plan rationnel pour leur éventuelle exploitation. Pour qui connaît les Laurentides, c'est un fait bien connu qu'il est pratiquement impossible, dans un grand rayon des routes principales, d'accéder à un lac, que ce soit pour s'y baigner ou y faire du yachting. C'est une situation vraiment paradoxale quand on considère l'abondance des lacs. Il y a longtemps déjà que les lacs sont sursaturés par l'occupation privée. De même aucun plan d'ensemble n'est prévu pour les autres lacs en voie de développement ou encore inoccupés.

Le questionnaire apparaît comme un complément des autres études économiques et cherche à faire découvrir des moyens par lesquels les populations rurales pourraient bénéficier davantage de l'apport touristique dans la région.

Les hôtels et les endroits de villégiature furent l'objet de recherches particulières dans le but de déterminer dans quelle mesure la main d'oeuvre locale peut être utilisée. A titre d'exemple, mentionnons que l'industrie touristique de la Rouge a besoin de main d'oeuvre compétente dans divers domaines. Malheureusement très peu de ruraux sont aptes à remplir de tels postes, avec le résultat que les emplois les plus lucratifs sont occupés





*Rudi Dallenbach, farmer and president of the Brome County Rural Development Association, discusses land use mapping with Claude Bernard and W. T. Perks of the Planning Team.*

*Le président de l'Association pour le Développement Rural du Comté de Brome, le cultivateur Rudi Dallenbach, discute de la cartographie de l'utilisation du sol avec Claude Bernard et W. T. Perks, membres de l'équipe d'aménagement.*

to produce as well a zoning scheme to bring order out of the chaos which now characterizes so much of the countryside.

### **Human Resources and Employment**

The Regional Plan seeks to establish for a number of years ahead the total population of the region and an employment program which can bring about a growing per capita income consistent with a minimum of social costs. This is no mean task, but it must be achieved if devastating depopulation of the rural scene is to be arrested. In Brome County, the study has revealed that only 2% of farmers are under the age of 25; 57% are age 45 and over. (*Source: Economic Survey carried out by the Planning Team, summer 1963.*) This indicates not only the diminishing agricultural vitality of the region but also warns us that in the near future an aged and small population may be called upon to bear the burden of heavy taxes if present trends are not reversed.

It cannot be disputed that, in both the regions, marginal farms must eventually disappear owing to the competitive nature of agricultural markets. In fact, a process of natural selection is well underway. How-

par des gens de l'extérieur. Un plan d'aménagement pourrait, par exemple, prévoir l'ouverture de centres de formation technique et professionnelle: ainsi on pourrait avoir un "Centre de Conservation" pour l'entraînement des gardes-forestier, gardes-chasse et gardes-pêche, ou encore une école d'Hôtellerie inspirée du système suisse.

Le Plan Régional devra apporter des recommandations quant aux moyens de faire bénéficier davantage les populations agricoles de l'apport touristique, mais il devra également proposer un plan d'aménagement en vue de favoriser un développement harmonieux dans des régions où règne le désordre le plus complet.

### **Ressources humaines et emploi**

Le Plan Régional tentera d'établir, pour les années qui viennent, outre la population totale de la région, des prévisions d'emploi permettant la croissance du revenu par capita tout en minimisant les coûts sociaux.

Il ne s'agit pas d'une mince tâche, mais le but doit être atteint si l'on veut mettre un frein à la malheureuse émigration rurale. Dans le Comté de Brome, l'étude a révélé que seulement 2 p. 100 des fermiers ont moins de 25 ans; 57 p. 100 ont 45 ans ou plus. (*Source: l'analyse économique entreprise par le Groupe de Planification à l'été de 1963.*) Ceci indique non seulement une diminution de la vitalité du milieu agricole de la région mais montre que dans le proche avenir une population restreinte et âgée devra supporter le fardeau des taxes élevées, si la tendance actuelle n'est pas renversée.

Il ne peut être mis en doute que dans les deux régions les fermes marginales doivent éventuellement disparaître à cause de la nature compétitive des marchés agricoles. En fait, une sélection naturelle s'opère déjà. Les résultats déjà obtenus de l'analyse régionale révèlent certaines des difficultés sérieuses dont souffre la population agricole touchée par cette tendance migratoire.

Un questionnaire touchant les "comportements", distribué durant l'été de 1963, a tenté de souligner, entre autres choses, combien de personnes d'âges divers ont quitté la ferme au cours des dix dernières années, pourquoi elles sont parties et quel type d'emploi elles ont éventuellement trouvé. Nous croyons qu'il sera possible de relier ce mouvement migratoire à des considérations touchant l'économie agricole, comme les coûts de production, les prix des produits agricoles, la surface défrichée et la qualité des sols; nous pourrions alors élaborer un modèle qui permettra non seulement de prédire les changements futurs mais indiquera aussi au Gouvernement les moyens à prendre pour arrêter cette migration en adoptant des mesures économiques et sociales qui



ever, evidence available from the planning research points out some serious consequences for the population thus caught up in the movement.

The "Behaviour Survey" carried out in the summer of 1963 attempted to discover, among other things, how many persons, of what age, have left the farm in the past ten years, why they left, and what kind of employment they eventually found. It is thought possible that by relating migration patterns to various agricultural factors, such as production costs, prices of farm products, land areas under cultivation and soil qualities, we shall be able to construct a "model" which will not only allow us to predict future changes but also indicate to the government how migration might be alleviated. This could be achieved by introducing economic and social measures which bear directly upon the causes of migration as they are revealed in the model. For instance, Brome County is a strong milk producing area, and therefore we should be able to relate the net income of milk producers to the rate of abandonment of farms. If subsidies for milk were introduced, what would be the increased revenue for farmers? Would this really encourage farmers to stay on? In certain areas of Brome, in cases where farmers depend exclusively on milk production, with as much as a *threefold* increase in the price paid for milk many farmers would still earn gross incomes below \$2,000 per year. Thus we see that by radically adjusting the price of milk we can hope to provide little or no incentive for farmers to stay on. Other agricultural specialization must be sought.

The migration pattern is closely linked to the employment opportunities found in the region and to the nature of industrial growth. In the Brome-Stanstead region, Cowansville is one of the towns which continues to enjoy a healthy rate of growth. This should be expected to absorb a good number of labourers

touchent directement les causes de la migration révélées par le modèle. Par exemple, le Comté de Brome est un milieu producteur de lait et il sera peut-être possible de rattacher le revenu net des producteurs de lait . . . au taux de disparition des fermes. Si les subsides à l'industrie laitière étaient augmentés, de combien les revenus agricoles seraient-ils accrus? Cette mesure mettrait-elle frein à l'émigration? Dans certaines municipalités du Comté de Brome, dans les cas où les fermiers dépendent exclusivement de la production du lait, si le prix du lait était triplé nombre de fermiers obtiendraient quand même des revenus bruts inférieurs à \$2,000.00 par an. Ainsi, un redressement radical du prix du lait encouragerait peu, ou pas du tout, les fermiers à demeurer sur place. D'autres spécialisations agricoles doivent être recherchées.

Le mouvement migratoire, encouragé par les faibles rendements de l'agriculture suit aussi de très près la croissance des secteurs autres que l'agriculture. Dans la région de Brome-Stanstead, Cowansville est une des villes qui connaît un intéressant taux de croissance. Cette croissance devrait permettre d'absorber un bon nombre des travailleurs quittant la ferme et arrêter partiellement l'exode de la population rurale vers la région de Montréal. Cependant, l'étude montre que la croissance la plus significative dans l'emploi à Cowansville se produit dans cette partie de l'industrie des services qui offre généralement de l'emploi aux femmes plutôt qu'aux hommes. De plus, les positions offertes aux hommes requièrent des antécédents éducationnels que ne possède pas le fermier moyen. Par ailleurs, dans la Vallée de la Rouge, il n'existe à peu près pas de croissance dans les secteurs autres qu'agricoles. Dans le Comté de Labelle, la population active vivant sur les fermes a diminué de 50 p. 100 entre 1951 et 1961 et, apparemment, très peu de ces gens ont trouvé de l'emploi dans le Comté. Si nous ajoutons à ce fait que les



*Gully erosion is a common feature among the clay soils of both regions. Conservation practices must be introduced if the land is not to go to complete waste in the next 20 years.*

*Les sols argileux de certaines régions de la Rouge sont souvent découpés en ravins profonds et concentrés. Si des mesures appropriées ne sont pas prises dès maintenant, le phénomène risque de rendre inutilisables ces sols pourtant fertiles et cela dans une vingtaine d'années.*



coming off the farm and to curtail somewhat the influx of rural people into the Montreal area. However, the study shows that the significant growth trend of employment in Cowansville is in such service industries where jobs are usually filled by females rather than males. In addition, those positions which are offered to males require educational requisites not usually held by the average farmer. By contrast, in the Rouge Valley there is virtually no industrial growth. In the County of Labelle there was a 50% decrease in the labour force living on the farm between 1951 and 1961, with apparently only a small portion of these people finding employment in the county. When we add to this fact that young people in the Rouge are entering the labour market with an average of four to six years education, it becomes evident that far-reaching educational and economic decisions are imperative.

The Regional Plan must attempt to redress some of these imbalances by technical education and by economic assistance. Nevertheless, the object of the program is not to forestall the removal of marginal farms. On the contrary. But in anticipation of this, the Plan must provide alternative sources of employment and rehabilitate the natural resources of soil, land and forest which are liberated when farms go out of production.

#### Farming as a Business Enterprise

One of the objectives of the Plan is to encourage the reconstruction and/or enlargement of farms in order that they shall conform more appropriately to soil, topographic and drainage features, adjust to large scale production techniques and consequently, produce higher revenues, given favourable market conditions. To achieve these aims, one important method is *land consolidation*. Since consolidation can involve economic and social changes of considerable impact, we felt it necessary to evaluate the capital investments in farms, the age structure of the farm population, existing alternatives for employment and living patterns, income levels and many other factors before plans of action could be decided upon. The research now in progress has gone beyond the somewhat superficial terms of reference usually employed to study the Quebec farm status, as can be seen from the following argument:

In the municipality of St. Jovite in the Rouge Valley, the average farm investment in land, buildings, machinery and stock is \$19,500. (*Derived from non-published data; source: Dominion Bureau of Statistics, 1961*) What can the farmer expect as a return, taking into account these facets of his enterprise?

jeunes dans la Vallée de la Rouge entrent sur le marché du travail avec un niveau moyen d'instruction de quatre à six années, il devient évident que les décisions clairvoyantes dans les domaines de l'économie et de l'instruction sont impérieuses.

Le Plan Régional doit tenter de montrer comment l'éducation technique et l'assistance économique peuvent redresser ces difficultés. Cependant, le but du Plan n'est pas de retarder la disparition des fermes marginales. Au contraire! Mais avant que ces changements ne se produisent, le Plan doit indiquer les sources alternatives d'emploi et présenter un plan de réaménagement des sols et des boisés qui seront libérés au moment de l'abandon des fermes.

#### La ferme en tant qu'entreprise commerciale

Un des objectifs du Plan est d'encourager le réaménagement et/ou l'agrandissement des fermes afin qu'elles se conforment de plus près aux caractéristiques de sol, de topographie et d'égouttement, qu'elles s'adaptent aux économies d'échelle et que, dès lors, elles connaissent des revenus plus élevés dans des conditions favorables de marché. Pour atteindre ces buts, un des moyens est le *remembrement des terres*. Puisque le remembrement peut entraîner des changements économiques et sociaux considérables, nous avons trouvé nécessaire d'évaluer les investissements dans les fermes, la structure d'âge de la population, les alternatives existantes d'emploi et de conditions de vie, les niveaux de revenu et un certain nombre d'autres considérations de même ordre avant d'établir des plans d'action. Les recherches actuellement en cours dépassent les termes de référence habituels employés pour décrire l'état des fermes du Québec, comme le démontre l'exemple suivant.

Dans la municipalité de St-Jovite, dans la Vallée de la Rouge, l'investissement moyen de la ferme dans le fonds de terre, les bâtiments, la machinerie et les animaux est de \$19,500. (*Évalué à partir de données non-publiées du Bureau Fédéral de la Statistique, 1961.*) Quel rendement sur son capital le fermier peut-il s'attendre à obtenir si nous tenons compte des aspects suivants de son entreprise?

- (a) vente de produits agricole (+)
- (b) produits consommés sur la ferme (+)
- (c) taxes, loyer, aliments, semences, etc. (—)
- (d) salaires payés (—)
- (e) salaires imputés (travail de la famille) (—)
- (f) dépréciation de la machinerie (—)

Le revenu net agricole qui en résulte est de \$1,104.00. (*Source: l'analyse économique entreprise par le Groupe de Planification à l'été de 1963.*) Pour ajouter à ce reve-



- (a) sales of farm products (+)
- (b) food produced and consumed on the farm (+)
- (c) taxes, rent, feed, seed, etc. (—)
- (d) paid wages (—)
- (e) imputed wages (family labour) (—)
- (f) depreciation on equipment (—)

The net farm income which results is \$1,104. (*Source: Economic Survey carried out by the Planning Team, summer 1963*) To supplement this, the farmer usually seeks additional income from working in the timber industry or by hiring his services to tourists. He satisfies himself that he is thus getting a better living and "making ends meet". However, our study has shown that this supplementary income is actually a *need*—in other words, it goes towards paying the operating losses of the farm, as will be seen in the next paragraph.

Now consider the farm as a business enterprise. It yields even less than \$1,104 net income. Why? To the list of revenue and cost factors shown above we should add two important considerations:

- (g) the investment loss on capital tied up in the farm (5% annually of \$19,500)
- (h) the loss of salary the farmer accepts by remaining on the farm (\$1,900 per year in St. Jovite)

Added together items (g) and (h) amount to \$2,875.

Seen in this perspective, the average farmer in St. Jovite today actually loses \$1,771 on his farm—or stated another way, a loss of 9% annually on his capital invested. In poorer areas of the Rouge Valley this loss runs as high as 30%. The conclusion is obvious: these farmers live off the depreciation of their farms. What is even more unfortunate: they usually commit their children to the same untenable role in the next generation. The farmer is not unaware of his hardship, yet he does not quantify his investment situation in the above manner. Indeed, in the absence of a viable alternative to his living pattern, the farmer often persuades himself (and those who listen uncritically) that his is a "good life", "independent", and "good for my children".

What alternatives are there? To consider but one: in St. Jovite 62% of farmers could increase their incomes by about \$1,200 if they sold their farm, invested the capital and moved to the village —

1. Minimum net income from employment in the village	\$1,900
2. Interest (5%) on Capital obtained from sale of farm	975
3. Total Income	<u>\$2,875</u>

nu, le fermier tente d'obtenir des revenus additionnels en offrant ses services à l'industrie forestière ou aux touristes. Il croit qu'il obtient ainsi un niveau de vie plus élevé . . . et peut "joindre les deux bouts". Cependant, notre étude montre que ce revenu supplémentaire est d'un impérieuse nécessité—en d'autres termes, il permet à peine de payer les pertes d'exploitation de la ferme, comme le démontre le paragraphe suivant.

Considérons la ferme comme une entreprise commerciale. Elle rapporte alors encore moins que ce revenu de \$1,104. Pourquoi? A la liste des revenus et des coûts indiqués plus haut, nous devons ajouter ces deux importantes considérations:

- (g) la perte du revenu alternatif de l'investissement effectué dans la ferme (5 p. 100 de l'investissement de \$19,500)
- (h) la perte de salaire que le fermier consent en demeurant sur la ferme (1,900 par an à St-Jovite)

Additionnés, les items (g) et (h) donnent \$2,875.

Dans cette perspective, à St-Jovite le fermier moyen perd actuellement \$1,771 dans l'exploitation de sa ferme —en d'autres termes, une perte de 9 p. 100 annuellement sur son capital investi. Dans les municipalités les plus pauvres de la Vallée de la Rouge cette perte sur le capital investi approche 30 p. 100. La conclusion est évidente: ces fermiers vivent de la dépréciation de leurs fermes. Ce qui est davantage malheureux, c'est qu'ils font souvent connaître le même sort à leurs héritiers dans la génération suivante. Le fermier n'ignore pas ces difficultés et, cependant, peu quantifie la rentabilité de leur investissement par la méthode employée ici. En fait, en l'absence d'alternatives acceptables à son mode de vie, le fermier se persuade lui-même (et ceux qui l'écoutent sans critique) que son mode de vie lui est "agréable", lui accorde "l'indépendance" et est "excellent pour mes enfants".

Quelles sont les alternatives? Pour n'en considérer qu'une, 62 p. 100 des fermiers de St-Jovite pourraient accroître leur revenu de \$1,200 ou plus s'ils vendaient leur ferme, investissaient leur capital et demeureraient au village.

1. Revenu minimum d'un emploi au village	\$1,900
2. Intérêt (5 p. 100) du capital tiré de la vente de la ferme	975
3. Revenu total	<u>\$2,875</u>
4. Moins loyer	600
5. Revenu net (à comparer au revenu de la ferme de \$1,104)	<u><u>\$2,275</u></u>

*Most farms in the Rouge Valley are situated on a thin wedge of more or less fertile soil between the river and the mountain. While the river gradually carries away its banks by erosion, the mountain is also eroded due to poorly conceived deforestation and over pasturing by farm stock.*

*Un bon nombre de fermes de la Rouge sont coincées entre la rivière et les collines laurentidiennes. La mince bande d'alluvions plus ou moins fertiles est sujette à l'érosion due au sapement des berges, tandis qu'un déboisement inconsidéré et des pâturages mal appropriés contribuent à la dégradation des sols sur les flancs des collines.*



4. Less Rent	600
5. Net Income (compare with farm income, \$1,104)	\$2,275

Now, the farm that is sold could be apportioned to various sectors of the regional economy. Parts of it may go for public and private recreational land, the best soils would be conserved for agricultural land consolidation, and other portions might be replanted with timber and pulp wood crops. The Regional Plan must also ensure that alternative employment opportunities are offered in rural centres and that educational facilities are provided in order to re-orient the social and economic development of the population.

Within this framework, and through financial assistance of the ARDA and other programmes, there can be achieved a rationalization of the economic, social and land-use status of the region. Nevertheless, changes cannot be enforced. Only voluntary agreements, sales and exchanges of land can be considered in the planning programme. For this reason, there devolves upon the regional planning authority a secondary responsibility, that of education and demonstration of the technical possibilities held out by the plan of action.

*The Société Technique d'Aménagement Régional is a consulting planning group. In June, 1963, STAR was commissioned by the Quebec Government to prepare regional plans for two rural areas where dwindling populations and marginal productivity posed serious problems.*

*Mr. Perks is a native Montrealer and Chief Planner of the firm. He is a McGill graduate in Civil Engineering. As an Athlone Scholar, he studied planning at the University of Liverpool, England.*

*Collaborating on this article were Claude Lamothe, geographer, and Jean Yves Rivard, economist.*

La ferme, si vendue, pourrait être réaménagée pour servir les divers secteurs de l'économie régionale: certaines parties servant à l'établissement de parcs récréatifs publics ou privés, les meilleurs sols étant réservés au remembrement des fermes et les autres parties pouvant être reboisées pour en tirer du bois de sciage ou de pâte. Mais le Plan Régional doit avant tout viser à une réallocation des ressources physiques qui entraîne un nombre maximum d'emplois bien rémunérés et indiquer les améliorations institutionnelles, tels les services éducatifs, nécessaires à la réhabilitation économique et sociale de la population.

Dans cette optique, et grâce à l'aide financière de l'ARDA et des autres mesures semblables, on peut espérer atteindre à l'amélioration de l'utilisation des sols et au relèvement du statut économique et social. Cependant, ces changements ne peuvent être imposés. Seules les ententes volontaires se traduisant par des ventes et des échanges de terres doivent être considérées dans le programme de planification. Pour cette raison, une seconde responsabilité appartient aux autorités de planification régionale: celle de la publicité à accorder aux avantages qu'offre le plan d'action régionale.

*La Société Technique d'Aménagement Régional est un groupe-conseil de planification. Le gouvernement provincial a chargé la STAR de préparer les plans régionaux pour deux secteurs ruraux où la population en diminution et la productivité marginale posaient des problèmes sérieux. Monsieur Perks est Montréalais de naissance et urbaniste en chef de la firme. Il est diplômé de l'Université McGill en génie civil. A titre d'Athlone Scholar, il a étudié l'urbanisme à l'Université de Liverpool, Angleterre.*

*Ont collaboré à cet article monsieur Claude Lamothe, géographe et monsieur Jean Yves Rivard, économiste.*



# Downtown's Responsibility Toward Transit

Lawrence Alexander

For a long time, many of us have been guilty of whipping the wrong horse. When I say "us", I am referring to people like myself who have a deep concern for the fate of downtowns. We have been cracking the whip on transit's already aching back.

But I do not mean to say we're guilty of any malice toward transit. All of us who understand the central city, its economics and its life know how essential transit is. We are in a constant battle with local civic officials, merchants, property owners, bankers, theatre managers, restaurateurs and others. We are unceasingly trying to convince them of transit's vital importance to them in their own work. It is a steeply uphill battle. We take considerable pride in stating that, through our DOWNTOWN IDEA EXCHANGE publications; in our consulting assignments in many cities; at meetings of businessmen, city planners, bankers, traffic engineers; at university lectures and seminars—and from every other available platform—we have been broadcasting the gospel of the transit industry's role in the salvation of downtown.

However, I must repeat that perhaps we have been whipping the wrong horse in certain ways. We have constantly stressed what transit does for downtown, what it can do better, how it must do better—all for the greater glory and prosperity of downtown.

That may well have been a mistake. It may be that what we should stress is what downtown must do *for transit*; what is downtown's responsibility *toward transit*? Surely, following the golden rule, if downtown will do something to aid transit, then transit will be strengthened so that it may in turn aid downtown. . . .

## Transit is Vital

The first thing downtown must do is *wake up to transit*. Recently, on a Mid-Western consulting assignment in a city of well over 100,000, we made some recommendations regarding transit improvements. The city's dominant department store president nixed these recommendations, commenting that no significant number of downtown shoppers came by bus. I told him he was wrong and I could prove it. He accepted my challenge, and as part of our downtown studies, I was asked to find out how many shoppers did come by transit. A careful check revealed that slightly over

30% of the downtown shoppers in his city came by bus. In addition, there were many downtown employees coming in by bus who would shop during lunch hours and who should have been added to the total. These facts won an important convert for the transit industry.

To put it briefly, the first thing downtowners must do—retailers, land owners, bankers, professional people, civic officials—is to face the facts, recognize the tremendous role actually performed right now by transit in bringing the vital flow of people downtown and realize that role is being carried on by an industry now laboring under great hardships.

The next thing downtown must do is to recognize transit, whether rubber-tired or steel-wheeled, as a full partner in the transportation triangle. This triangle has vehicular access as one of its sides, including the highway and street network serving downtown. Its second side is terminal parking, which converts drivers into customers, clients or business associates. The third side of the triangle is transit.

The other sides are the glamour sides today, but without the support of the transit side, the triangle can well collapse, resulting in cities scarred with costly highways and excessively fragmented by parking. The result is the blasted sort of downtown for which some American cities are already famous. The transportation triangle is equilateral: each side is of equal value, each supports the other and, with any side missing, the whole thing falls apart. Let downtown learn this fact!

## Technological Temptations

Downtown must also give up some of its dreams. These are the dreams of fabulous new technological breakthroughs giving us swift, frequent, luxurious and low-priced transit downtown, all built at little or no cost. It is easy to remember when every drawing board was sprouting heliports and showing other forms of Vertical Take Off and Landing craft. These were to be the transit vehicles of the future. Fifteen years ago, they called 1963 that future. But where are these amazing vehicles? Very few are running, and they are not running well.

The monorail craze is more recent. Its proponents indicated that we'd all be monorailing downtown very

soon. But the only place you can is in Seattle, from the Fair grounds. That is surely a special case!

About the same time, a variety of conveyor-belt concepts made headlines. I rode one in New Jersey that is now shut down and another at an airport. None downtown.

Now there is a new wave of artists' drawings flooding the press. These show advance-design, computer-programmed transit systems that are truly wonderful to behold. But who will bet on riding one of these within the next fifteen years?

I must assure you that I am ardently in favor of dreaming and in favor of basic technological improvements in transit—its concepts, systems and its hardware. But such dreams should not blind downtown to the *immediate* needs of the transit industry. These pressing needs must be satisfied or there will be no transit systems to modernize, automate or move by rocket propulsion twenty years hence.

#### **Basic Ideas to Aid Transit**

There are a few actions which can be taken relatively easily to aid local transit systems directly. These fall into the broad categories of relief from taxation and from burdensome and archaic regulations. Freedom from a great range of state and local special taxes levied against transit in the form of franchise taxes, wheel taxes, fuel taxes and so on would be really helpful. Downtown should lead the campaign to wipe out these imposts.

Many transit companies are still weighted down with the task of transporting school children at reduced fares. This is hard to justify in today's economy, and it is even harder to see why this burden should be taxed onto the transit company, rather than the board of education budget. Again, downtown has a responsibility to transit to help wipe out such practices. In other examples, transit companies are loaded down with charges for right-of-way maintenance, snow removal and the like. Transit is closely restricted on route and schedule modifications, often making progressive improvements either slow to come by or impossible. Any alert downtown should be aware of problems like these and should be active in helping clear them off the books.

Downtown should aggressively take the lead in aiding transit in yet another direction. This one concerns streets and highways. When traffic patterns are changed, one-way streets developed, by-passes contemplated, no-turn regulations enacted, traffic signals re-timed or curb parking rules modified, there is rarely

any consideration given by downtowners to transit. They think in terms of private car flow and of pedestrian foot traffic but not very much about buses. It is well known that poorly planned traffic regulations can severely hamper bus convenience and patronage. It would be wise for downtowners to recognize this and plan street and highway patterns and regulations with the needs of transit firmly in mind.

Over-all transportation planning is a longer-term, broader-range version of street and traffic work. Amazingly enough, I have read more than one transportation plan which covered major highways and local streets, airports, rail facilities and freight handling, but not mass transportation. In one city, I recently was shown a downtown transportation plan which covered just traffic flow and parking—not a single paragraph on public transit in that city which I know transports a substantial load of employees, shoppers, clients and others downtown and back each day.

Downtown should not tolerate such illogical and, in fact, dangerous omissions. To leave transit out of local street consideration or regional transportation planning is not unusual, but it is extremely dangerous for both downtown and the transit companies.

Downtown has even forgotten transit in most modernization and beautification schemes. This is unwise, for involved in any modernization or beautification effort is also the factor of convenience. It seems to me there is great sense in the idea proposed in Philadelphia for beautifying a key street, eliminating cars and, at the same time, bringing back a nice trolley line serving as a downtown shuttle.

Equally sound are the ideas proposed in Minneapolis for the Nicolette Mall, but with bus access—in fact, with a concentration of bus service into the car-free area. The D.S.R. Terminal in Detroit shows real imagination. Handsome bus shelters, of which Latham Square in Oakland is typical, combine attractive form and useful function.

All of these represent sound integration of transit convenience with physical beautification or modernization of downtown. The responsibility of downtown to transit is clearly marked out here. When downtown is developing its plans, it must begin with transit as a basic element, aim to enhance the convenience and utility of transit and make it an integral part of the beautification program.

Downtown promotion is a major activity these days as the central business district competitively strives to augment its share of the retail and service markets in its economic region. Downtowners have been guilty



of failure to support transit in these campaigns. I have never seen a really professionally planned, created and executed campaign by a downtown group to promote transit ridership, to emphasize the economy and convenience of transit or glamorize riding the bus or train—this, despite the fact that transit service is one of downtown's few important exclusive advantages in many cases.

### **The Physiology and Sociology of Transit**

Several years ago, I spoke to the American Transit Association and analyzed some of the psychological barriers women have about transit riding. This was based on a great deal of depth research we have been doing in many cities in the United States and Canada. I called, at that time, on the transit industry to think less about brake fluid, 3-D camshafts and Hi-Fi carburetors. The gist of my message was that women knew nothing about these esoteric subjects and cared less. I commented that they rejected transit riding because of status problems, psychological blocks and fears which two-toned windshield wipers good for 20,000 miles would not put to rest!

I proposed that the industry should examine itself from the psychological and social-status points of view. I still think this should be done. But I also think that downtowns, which often do research work, should commission depth studies of attitudes toward their local bus lines and use the results as ammunition in developing psychologically sensitive improvements in transit and sociologically sound efforts to raise the

social status of being seen riding a bus. Downtown can and should cooperate on this.

### **Responsibility or Else!**

So far I have pinpointed large areas of downtown's failure to live up to its responsibility to transit. Let me summarize it in this way:

1. I do not think that in one downtown out of ten the downtowners are aware of the extent to which transit directly contributes to downtown and its economy.
2. I do not think that one urban planner or architect in ten gives adequate consideration to mass transit planning.
3. I hardly think that one traffic engineer in ten tries to get full value out of mass transit.
4. I do not think one downtown association, chamber of commerce or merchants' association out of ten has any realistic goals or programmes for mass transit improvement action and aid.

This is tantamount to suicide on the part of downtown. Downtown has failed to act responsibly toward transit. It has failed to aid and support transit. It has even failed to recognize how valuable transit is. All this despite the fact—well-known to many—that transit and downtown are, economically speaking, Siamese twins destined to live together or die together.

It is high time, I think, for some of us to launch a campaign to make downtown wake up to its responsibility to transit.

*From a speech given before The American Transit Association Washington, D.C.  
Lawrence Alexander is Editor and Publisher of DOWNTOWN IDEA EXCHANGE.*

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# THE CITY AND THE RAILWAY

**DONALD F. PURVES**

*Assistant Vice President  
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CN Railways*

It is generally accepted that the railways built Canada, and no reminders in ringing tones are required about twin ribbons of steel thrusting across the prairie plains, penetrating forests primeval, bridging canyons and rivers, bringing progress and prosperity to communities across the nation.

Some of these clichés are becoming a bit tiresome. One of the images of the railway we should discourage is that of a romantic survivor of another age, operating in splendid isolation, with its form and function permanently set by the role it played in pioneer days in an era when it had a virtual monopoly of the mass transport of goods and people.

Instead we should see in the railway of today an efficient, flexible business organization producing and selling transportation in a new and highly competitive environment.

This implies that railway people think not only in terms of the rail transportation problems of the railway's present and potential customers, but also in terms of the customers' total costs of doing business, their needs for market information and so on. This in turn implies that the railway integrates its activities closely with the increasingly varied industrial and commercial activities of the nation.

Further, we should try to think of the modern railway as an integral part of a national transportation system that includes all forms of transportation — rail, road, water, air, and pipeline — planned and operating in a manner permitting each mode to perform that part of the total transportation job for which it is best equipped. Agreed, this might be termed a planner's ideal, but it is a goal well worth striving for.

*Photos show development of the CN Central Station area in Montreal. Top shows the five track Tunnel Terminal used during the 1920's and 1930's. The park on the left is the present site of Place Ville Marie. Photo on right shows extent of present development. Sun Life Building is in lower foreground with Place Ville Marie and Queen Elizabeth Hotel beyond. Plaza between the big structures covers electrified railway facilities. CN Photo.*





Meantime, it is part of the task of the people of a modern railroad to think and plan, along the lines I have indicated, and to encourage others to do likewise.

Our cities today are very much the product of the industrialization of the 19th century, of the factory system in which power-driven machines and belt-line production by many hands gathered together in one place, came to replace dispersed handicraft operations. In the older sections of many communities, we can still identify the multi-storied mill-type factory buildings or cluster of factory buildings, with a surrounding belt of workers' housing and shops, belonging to the beginnings of a community's industrial development.

The industrial system was dependent upon the transportation of materials to the factory and finished goods from the factory to the consumer. Prior to the advent of the railway, such transportation service was performed by water transport and by road vehicle to the extent that this was feasible and economical. The railway and steam locomotive reduced inland transportation costs dramatically, and widened greatly both the area from which a factory could obtain its materials for processing and the area over which it might find markets for its output, thereby accelerating materially the growth of the factories and of the communities in which these were located.

Of course, the industrial system in time became increasingly a matter of more than just production of goods. Distribution and finance — selling the rapidly produced merchandise, financing both its production and distribution — took on increasing emphasis, contributing further to the growth of cities which had received their initial impetus from their situation as location for factories producing goods and employing labour.

Of all the early factors which helped to set the physical size and shape of the modern Canadian city, the most important was frequently the location of a railroad terminus.

Around the railway terminal there grew up a centre or core of the city. Sometimes it was a second centre competing for, and usually conquering, the centre established by the ocean harbour or river waterfront in previous years when water transport nourished the very young city. But sometimes, and this is particularly true in Western Canada, the railway was the original core of the city, the reason for its existence and the chief contributor to its early development.

As for freight, so for passengers. Where the railway entered an already established community, say on the sea-coast or at the head of navigation of a river, it

sought to locate its passenger station as closely as possible to the existing business centre. Where the railway was first on the scene, then the passenger station *was* the entrance to town, and the community grew around it.

In either case, the location of the terminus and the direction of the main line and later the spur lines of the railway set a physical shape and direction of development that is discernible in most Canadian cities today: the older waterfront cities with arcs and circles of alternate commercial and residential construction dictated by the original location of the waterfront and the railway terminus; and the newer cities which began with a railway terminus and grew around it roughly in the shape of a circle bisected by the straight main line of the railway.

The present level of development of our cities — in population and labour force, capital investment in plant and facilities, industrial output and commercial importance — therefore, owes much to the railway which provided, and continues to provide, the transportation service needed to bring in the materials processed in the cities' factories, mills and works, and to distribute the output of these to consumers across the land. Considering the great distances involved, and the scattered and relatively small population of the country, this has been no small achievement and underscores the economy of rail transport in the handling of large tonnages over long distances.

The automobile — passenger vehicle and truck — freed the industrialist from some of the previous need to locate his factory in the congested downtown industrial core of the city. He was able to escape high prices for factory sites in the crowded downtown area, and to seek a plant location in the outskirts where he could afford to acquire more land than downtown and to build an attractive, one-level spread-out plant offering opportunity for better organization of his operation and for possible expansion. Hence the growth in the past fifteen or twenty years of industrial development on the perimeter of the cities, largely for secondary or light manufacturing and warehousing facilities.

So we have seen established in the city locality two more or less distinct types and areas of industrial development. The first comprises industries: some heavy industry, some light manufacturing, some warehouses, supporting a port located in the industrial heart of the city, on the waterfront. The second type comprises plant: generally of secondary or light industry character, located on the perimeter, in the outskirts, sometimes singly and sometimes in planned industrial dis-

tricts or parks. Both of these types of development look to the railway for transportation service, although in the case of light industry located on the perimeter some plants will not require direct railway siding service but will depend on trucks.

To serve those industries located in the downtown industrial core, the railway still requires industrial spur track and private sidings and team tracks. Further, to serve the port facilities on the waterfront, supporting yard and storage trackage close to the waterfront is needed.

Apart from the railway freight directly associated with the industrial activity of a city, i.e. the inbound freight in materials to feed a city's factories and the outbound finished goods from these factories, there is inbound freight traffic in goods for local consumption, and through traffic originating elsewhere and destined for points beyond the city. A freight yard handling through traffic only might be located some distance from a city, but if a yard is handling both through traffic and that destined for or originating in a particular city, then the farther the yard is from the city the more disadvantageous the yard's location from the point of view of ability to serve adequately local industry and local consumers.

It is recognized that as a city grows, a railway yard which at one time had presented no great problem in the amount of street traffic congestion generated by the yard, could become increasingly irksome. Also, switching on the industrial spurs and sidings taking off from a yard located in the heart of the city would tend in-

creasingly to hamper street traffic and require expensive grade separations. When steam locomotive power was in general use, the smoke and soot was an added disability; use of diesel power has greatly reduced this nuisance in recent years.

It is also appreciated that as a city grew the land occupied by the railway yards became increasingly attractive for commercial use — for shopping centres, office buildings, high-rise apartment buildings and other commercial development not requiring direct railway siding service. Accordingly, there is good promise of advantage to the municipality, in increase to the municipal tax toll, through relocation of the railway yard on the city perimeter and commercial redevelopment of the ground thus vacated.

A prime requirement in such commercial redevelopment of a railway property would be that the railway be not asked to abandon a facility reasonably adequate for railway needs and to spend substantial sums on a facility designed to replace that being abandoned, without adequate compensation to the railway; the city profits from an increase in its tax toll and revenues as a result of new commercial development made possible by the railway relocating its yard. That an appreciation in value of land occupied by the railway yard was in large part created by the railway, is something which might also be kept in mind.

In these redevelopment projects involving the railway relocating freight handling facilities, there is sometimes a tendency to give too little thought to the industries left high and dry in the removal of railway

*CN facilities in the heart of Moncton before the recent redevelopment programme was started. The passenger station and express facilities are shown in the foreground, while the Regional offices of the railway were housed in the five-storey, dormer-windowed building beyond. Photo on right shows a model of the redevelopment plan, with new CN building in the foreground, and the recently completed station and parking area behind. CN Photo.*





trackage. Even though premises may be old and not overly efficient they may serve their purpose and, quite understandably, industries affected may be reluctant to move from the industrial heart to the perimeter unless it is made worth their while. Expenditures for relocating industries affected — setting them up at another site — can be substantial, and should be provided for in developing the economics of the project.

It would be a mistake to attempt to set up a neat formula by which we would endeavour to decide the level of development of the community where it begins to be economic for the railway to withdraw its freight facilities and industrial service trackage from the heart of the city and relocate them on the perimeter. Few cases are even reasonably alike; each is a situation of its own, due to differences in topography, land values and potential for redevelopment, cost to establish new railway facilities replacing those it is proposed to abandon. It would be much better to study each situation on its own merits, working out a solution best meeting the needs of the particular situation.

In some cases, where a new site on the perimeter can be obtained at a reasonable price, and the value of the present downtown yard site has increased substantially, it may pay to relocate freight yards and facilities on the perimeter. On the other hand, there may be situations where both the cost to buy a new site, and the need to maintain present railway freight facilities at the existing location are such that the only feasible and economical solution is to leave the tracks in place and develop the aerial rights over the tracks. We are likely to see, in the railway of the future, an increasing proportion of the railway's freight traffic concentrated on a few high-density trunk lines over which much of the traffic comprises manifest trains operated on fast schedules. For the gathering and distribution of local traffic originating in or destined to points in thin-traffic areas, increasing advantage would be taken of highways instead of branch rail lines.

To an increasing extent, the location of secondary industry or light manufacturing plant is likely to be less tied to the railway than has been the case; increasing use is likely to be made of highway vehicles working to and from a railhead offering piggyback facilities.

In the interests of more economical investment in municipal services, and railway plant, it is probable we will see continuing and increased encouragement of planned railway-served industrial districts or parks.

Probably, some part of the land provided in these industrial parks would be available to industries not

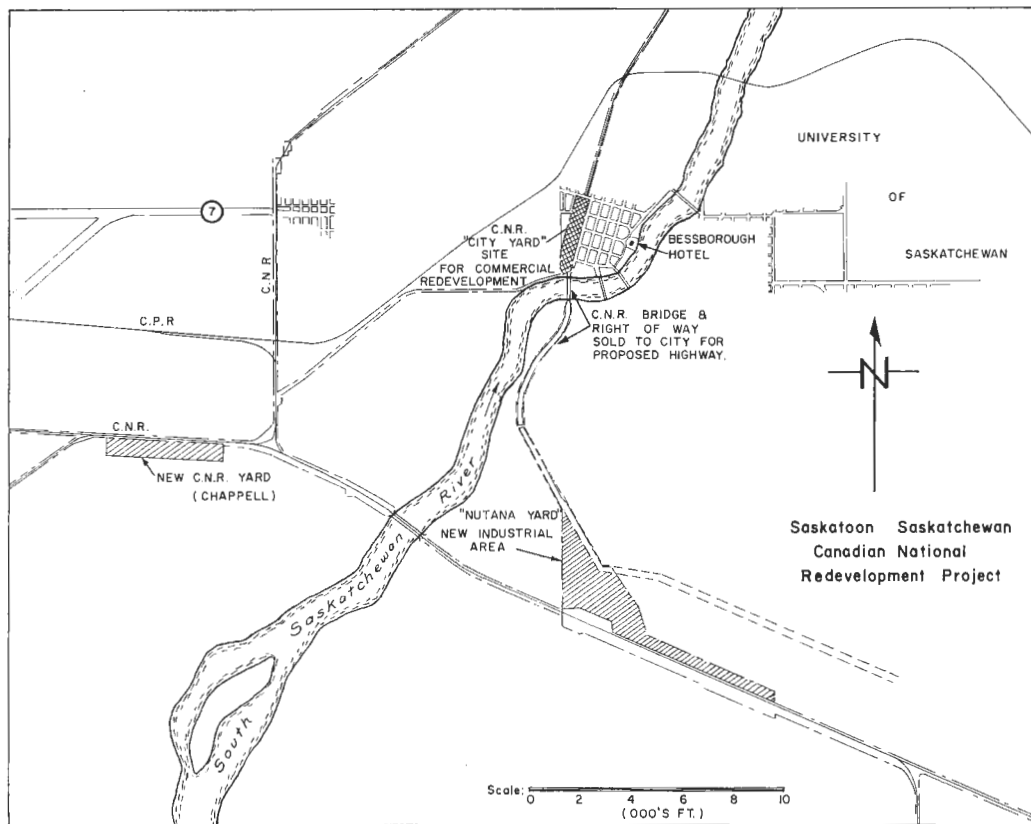
requiring railway private sidings but using team track or piggyback ramp facilities.

My remarks thus far have emphasized freight, as it is the most important part of a Canadian railway's business. Concerning railway passenger traffic, it is agreed that the airlines have a substantial over-all time advantage in the longer haul traffic, say that over 400 miles. In intercity traffic, say 100 to 300 miles, the time factor is increasingly to the railway's advantage, and the railway should be able to give a good account of itself in keeping this business. In commuter service, improved rail transport offers excellent opportunity for mass transportation at high speed at an economic cost, comparing very favourably with that provided by other means. However, the providing of rail commuter service is not an economical proposition for the railway. It is a constant fight just to make this service break even on a direct operating cost basis, let alone make some reasonable return on the capital investment in it. To do the commuter service job which the railway can do, would require substantial investment in new cars designed for the purpose, and the construction of appropriate car floor-level platform facilities. Unless revenues are adequate to permit these improvements, some form of public subsidy seems necessary to obtain them and to keep the railway in business. Public authorities are coming to realize that a direct subsidy for railway commuter service can be a good deal less expensive than building and maintaining more expressways.

The relocating of railway freight yards, and the building of new access lines thereto, can reduce the volume of traffic handled on existing lines within the locality to the point of possibility of some railway right-of-way being available to take rapid transit tracks. This could bring new revenue to the railway in rental of right-of-way ground, and could permit the rapid transit authority to obtain new line right-of-way at a fraction of the cost which would be required were it necessary to acquire new right-of-way through an already built-up area.

By neglect to plan and guide the growth of our cities, we have brought upon ourselves some formidable problems of urban renewal and development and of urban and suburban transportation. Planning the solution of these problems might be expected to have two main objectives:

- (a) forestalling haphazard development in the still undeveloped sections in and about the city;
- (b) reconstructing the older and decaying core area.



The fringes need planning but they are integral with development of the central core where urban ills are more acute.

It is in the cities that people find their work, in the range and diversification of employment, industrial and commercial, which they desire. The present investment in the downtown core area in industrial and commercial plant, social capital and municipal services, is such that renewal and redevelopment of this area can be good business.

To summarize then, a downtown railway property may well form a focal point for renewal of the centre of a city, starting a chain reaction of redevelopment in the whole downtown area. It seems only equitable that, in any such development, the railway be kept whole and that it share in the benefits accruing to the city from abandonment of downtown railway property and relocation of railway facilities elsewhere. Also, it seems only reasonable that railway customers, affected by such relocation of railway facilities, be kept whole.

There are a number of points in Canada where the opportunity for redevelopment of railway property

to the the advantage of both the railway and the city appears quite attractive. You may rest assured the people of Canadian National will be most happy to sit down and study, with authorities concerned, any proposals advanced to them in this regard, with a view to analysing what is involved and seeing what can be worked out to the satisfaction of both the city and the railway. I feel sure the people of Canadian Pacific would show the same attitude.

Progress thus far has been quite gratifying. We hope that such developments as Place Ville Marie in Montreal, those in Moncton, in London, and those in their early stages in Saskatoon and Edmonton, will prove but the first in a very interesting and, we hope, profitable programme. Saskatoon — with the element of relocation of a downtown city yard to the perimeter, commercial redevelopment of the old yard area, use of some railway right-of-way and a bridge for a new highway into the city, and establishing a new industrial park on the outskirts — promises to be a classic example of just what we have been talking about.



# THE PLANNING TEAM

Earl A. Levin

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The idea of "the team" is enjoying considerable vogue these days. Television has made us familiar with surgical teams, space research teams, rescue teams, truce observer teams, teams for almost any activity one can think of, so that one is rather surprised, and perhaps even a little disappointed, to find that even if one knows what one is looking for, the planning team is a very rare occurrence, and is extremely difficult to recognize.

The word "team" conveys the idea of a group of people working together to achieve some common objective. A planning team therefore is presumably a group of people working toward the achievement of a plan, and in this context I mean a plan for the physical development of a community.

There are many different kinds of people involved in the achievement of a plan, and the total planning process involves many kinds of activities. However it seems to me that the many elements of this complex process can be reduced to four basic components. One of these is of course the *technical* component which is concerned with the preparation of the plan as a technical function; and another is the *political* component which is concerned with the implementation of the plan as a policy function. To these may be added, at one end, the *general public* whose convictions and prejudices provide the basic values underlying the plan, and at the other end, the *entrepreneur* whose buildings and structures provide its material substance.

The public's values and the entrepreneur's buildings may be thought of as the raw material of the planning process: they are the things which are processed by the technical and political components, in much the same way that a pattern and a length of cloth are fashioned into a garment by a tailor. But just as it is impossible to make a garment without a pattern and cloth, so it is impossible for the technical planners and the political authority to fashion a plan without the values of the public and the constructions of the private entrepreneur. All of these elements are intricately interwoven with one another, so that the final realization of a plan in terms of the actual physical environment in which we live is a business of the most extraordinary complexity.

Now the mere fact that the material it handles or the procedures it must follow are complex does not in itself prevent the functioning of a team. The making and launching of a space craft, or the performance of a brain operation and subsequent rehabilitation of the patient, are extremely complex matters, but they are carried out by teams working in close and efficient co-operation. Perhaps the greatest single factor making it possible for these various groups of people to function as a team is unity of purpose—they all have a single objective in common whether it be the successful launching of the craft or the successful recovery of the patient.

I have already indicated that I do not think that there is a clearly identifiable "planning team" in the planning process, and I suggest that the reason for its absence is the fact that the various components do not have a common objective. Moreover I have serious doubts that it is possible for them to have a common objective.

## Divergent Interests

No plan can succeed without the support of the public. And yet the public generally has little interest in proposals for long range development, and is inarticulate on questions of planning, except when it is aroused to attack or to champion some specific project. This means that the professional planner must guess or intuitively divine what kind of development is acceptable to the public, or else evolve his own concepts and try to persuade the public to accept them. This puts him in an invidious position and causes a great deal of confusion about his role, because it is really the responsibility of the political authority to formulate policy and give leadership to the public. Too often, however, the politician is more interested in his own public image than he is in the image of the city. And the developer isn't interested in very much beyond the profit he hopes to realize from his investment.

Perhaps the greatest gap of interest lies between the technical conception of the plan and the arrangements for financing its implementation; that is to say the difference between the interest of the plan as a creative

idea and the interest of the entrepreneur as investor or mortgage lender. I am sure we are all familiar with the conflicts that arise in this particular set of relationships but I would like to cite one example to make my point.

It is the example of a small town of about 500 people which suddenly finds that it is sitting on top of a valuable mineral resource, and a large mining company is making preparations to develop a mine in the immediate vicinity of the town. The development will mean that the town could grow from a population of about 500 to as much as 10,000 in a matter of about 12 or 15 years; and the town, being farsighted, and profiting from examples elsewhere, has a development plan prepared to help cope with the enormous problems of the sudden mushrooming growth. An excellent plan is prepared by a professional planner, providing for residential neighborhoods, and the usual complement of schools, parks, churches and institutions, neighborhood shopping facilities, and a new and exciting concept for the central business district. The town council finds that conventional lenders are not too anxious to lend money for homes in the community. In fact they are not too anxious to lend money on any mortgages at this particular time, because they can get better interest rates on other kinds of investments.

Council then discusses the matter with the representative of a national mortgaging corporation, and finds that they will require a down payment of about 35% from the homeowner before they will even look at him, because the mortgage risk in the community is high. When asked what he means by that he explains that the vast majority of houses in the community are valued at between \$6,000 and \$8,000. They were built a few years ago, and the community has not grown appreciably since then. People coming in to the community because of the mining development will probably build \$12,000 to \$14,000 homes. If they should leave, or if the mining venture should collapse, these relatively more expensive homes could not be sold.

It is no use to point out that the mining venture is as sound as it could possibly be; that the mineral is not one of those which is subject to violent fluctuations of the market but enjoys a market which is expanding steadily and continually at the rate of about 5% per year and, as far as it is humanly possible to foresee, will continue to expand; that the company has been mining this mineral in other parts of the world for over 100 years, and has vast experience and capital resources behind it. None of these arguments can persuade the mortgaging corporation to underwrite a loan high enough so that the employees of the mine can afford the necessary down

payment; the agency is only interested in the security of the mortgage, not in the creative idea of an exciting new community. The result must be, of course, that the exciting new community cannot be built because the employees cannot afford a down payment of as much as 35%. Nevertheless, they will come to work for the mine, but they will live in trailers or shacks, or worse than that, and the bright vision of a brave new town will collapse in the awful shambles so characteristic of most of our physical environment.

This illustrates I think, the manner in which divergent interests are at play in the planning process, and in these circumstances, the notion of a planning team seems to be the expression of a fond hope rather than the description of any existing reality. . . .

### **Future Prospects**

The question may then be asked whether there is any real prospect for the development of the planning team. My own answer to that question would be yes, but within rather narrow limits. By that I mean that I expect that there will always be serious differences of opinion among some or all of the various components of the planning process, and the relationship between them will always be a dynamic one of tensions and adjustments; and the physical environment which is created as the end product of the planning process will probably always be a compromise — something less than the planner hoped for but perhaps more than he had the right to expect. The prospect I *do* look for, however, is an improvement in the quality of our compromises, a general raising of the level of our standards of achievement.

Real progress in this direction will require a number of very basic changes in our present ways of thinking and doing in respect of the physical environment. For example, the level of public taste will have to improve; political leaders will have to develop a greater understanding of the process of urbanization, and sensitivity to urban forms; the planner will have to clarify his own ideas of the objectives of planning and his role in the planning process; and new relationships will have to be worked out between the entrepreneur and the public in terms of techniques for implementing community plans of development.

### **New Solutions**

New techniques are being tried in other parts of the world. For example, in England, fourteen new towns were created in which the government itself acted as entrepreneur, and actually financed and constructed the new towns, as well as having designed them. Other



things being equal, there is no doubt that single ownership of land will produce a better solution to the problems of the living environment than will multiple ownership. This is as true for the large scale private developer as it is for the British New Towns Corporation, and it may well be that we will never be able to achieve the best civic design of which we are capable without public ownership of all the land.

However there is here a question of values which only the public has the right to decide. At the present time we seem to prefer the principle of individual ownership and development of land even though the resulting environment is inferior, to the principle of a first rate environment which must be achieved at the sacrifice of private rights in land. I have serious doubts that we can achieve a first rate total physical environment on the basis of individual private ownership of land, but I do not presume to suggest which principle is the better for the general public welfare. The choice belongs to the public, and whichever principle is chosen it must by that fact be the right one within the value system of that society.

But as I have already indicated, I think that even within our present arrangements for the development of land, a tremendous improvement is possible through the general raising of standards of taste and understanding of the nature of urbanization. And there are good grounds for expecting that these things will happen.

### **New Attitudes**

We must always bear in mind in discussing these matters, that we have just begun to live in cities. Up until as recently as fifteen years ago we were a nation of rural dwellers. And even today in large parts of Canada the city is still regarded with hostility and suspicion. The majority of our institutional attitudes and arrangements are still rural-oriented; and the system of values in our culture is still dominantly rural, clinging to concepts which were developed generations ago within the context of a farming society which has now passed into history.

As we continue to live in cities in increasing numbers, as we change from traditional rural attitudes to new urban attitudes, we will acquire a better understanding of the nature of cities, and will learn to cope with them more effectively than we do at the present time. Even now there are many indications of a heightened awareness of urban problems and a readiness to apply planning techniques to their solution.

In the course of my own work I meet many municipal officials both appointed and elected, and it is

encouraging to note the changes in attitudes towards planning and in the understanding of the nature of urbanization which have taken place in even so short a period as the last ten years. One need only read any issue of *THE LISTENING POST*, that admirable little publication of the Canadian Federation of Mayors and Municipalities, to realize how planning-oriented our municipal politicians are becoming.

Organizations such as the Urban Land Institute are making an important contribution towards an improvement in the understanding of good development practice amongst private builders and developers, and there is even some indication that we professional planners ourselves are beginning to sort out what we mean by the word "planning" and what our particular role is in the planning process.

### **Leadership**

If one reflects on these trends for a moment, one comes to realize that there is a kind of rudimentary team already in existence involving some part of all the components of the planning process, and one realizes moreover that leadership of a kind is already being provided. It is true that the general public is still for the most part indifferent to general theories of planning and long range proposals for the development of the community. But I don't believe that it is necessary or even possible to interest the entire public at large in these matters. The existence of an organization such as the Community Planning Association of Canada, firmly established, and carrying on a vigorous program of education, discussion and persuasion is a more than adequate representative of the public on our rudimentary planning team. Moreover, in my view, this organization is more than merely representative of the public; it provides leadership, the kind of leadership we are concerned with in our discussion this morning. And so it is with the other components we have identified. Each of them has produced its own element of leadership, and is likely to continue to do so; and the quality and authority of that leadership is likely to continue to improve.

### **Limited Optimism**

This seems like grounds for very buoyant optimism; why then do I describe my own optimism as limited? The answer is that I regard the objectives of planning as being of the same order of concept as the idea of peace, or of virtue — everybody is in favour of it, in principle, but we somehow fail to achieve it in practice. And while it is possible for the separate groups to talk about planning principles, about the neighborhood concept,

about rational land-use patterns, and orderly growth and beautiful buildings — to talk about these as abstract or theoretical principles, and even to achieve a large measure of agreement on the principles, it is quite another thing to achieve a consensus when faced with a specific issue such as the location of a city hall or the desirable height of an apartment building in a real-life situation.

The reason for this is partly due to the fundamental differences of interest among the components, which I indicated earlier, and partly due to the ambiguity of language and concepts. My optimism is limited because I think that while we may be able to clarify our ideas about planning concepts so that everyone means more or less the same thing by the same word, it is not likely that we can reduce the divergent interests to the point where there is near unanimity on specific issues. The planner will still be far beyond the public in his concepts of what ought to be, simply because he is a specialist; the developer will still be more interested in the material fact of his profit than he will in abstract notions of beauty, or urban efficiency; the politician will still be more concerned about this year's mill rate and its effect on his next year's re-election than in the form of the city.

And even on the question of definitions and the meaning of words, it may not be so easy to arrive at a universal and uniform understanding. Consider for example such a common word as "the suburbs". The suburbs have been written about, analyzed, reviled, defended, fled from and fled to so much in recent years that surely this word, and the urban condition which it symbolizes, must be part of everyone's bone and marrow. And yet although we use the word in Regina — and I'm sure in Brandon too — we don't really know what suburbs are in the sense that they know them in Los Angeles, or New York, or even Toronto. . . .

Even where there is a common understanding of the meaning of a word in its objective sense, there is often such a divergence in the load of emotions and values which it carries that it becomes impossible to deal with the concept in a useful way. And this is true not only for the general public, but also for the professional planners.

It is the emotional content of many planning concepts which divides professional opinion and in my view is the major obstacle in the way of creating a more scientific discipline out of the present confusion which characterizes the so-called planning profession. . . .

### Clarification by Communication

A large part of this problem I am confident can be overcome by discussion, the exchange of experiences and the sharpening of insights into urban phenomena which come from the mere fact of living in cities, observing their characteristics, trying to solve their problems, and discussing all of these matters with one another in seminars such as this.

It is of fundamental importance that the process of communication be carried on and extended because only in this way can we come to a clarification of language and a common understanding of meaning; and without these there is not much hope of doing a better job of building our communities.

The process of communication requires leadership which will produce creative ideas, articulate and clarify concepts, and make the arrangements within which all of this may be communicated to others and communications from others may be received. I have already indicated that I think this leadership is forthcoming, from a variety of quarters, and at a variety of levels.

### Co-ordination

Our topic, however, concerns itself with rather more than just the question of leadership; it is concerned with "Leadership for, *and co-ordination of*, the planning team" and this immediately conjures up the vision of a super-leadership; some agency which will actually act as *the* (one and only) leader and co-ordinator of the team. So far in our discussion we haven't even got a team. We have identified a number of elements which are involved in the planning process, we have seen that each of these elements has evolved its own leadership in the movement toward what it considers to be "good planning," we have suggested that although they may agree on what constitutes good planning in principle, they don't always agree so readily in practice because of differences in interpretation of words, and divergences of basic interests; and finally we have suggested that the city gets built as a series of compromises arrived at through the resolution of the divergent views of the various parties involved.

There is no co-ordinating body in the true sense of that word — as for example a building contractor may be considered as the co-ordinator of the subtrades involved in the construction of a building, or a musical conductor may be considered the co-ordinator of a symphony orchestra. I suppose that the nearest we get to a co-ordinator is the city council, or whatever the political authority may be. They attempt to recognize the public's viewpoint, to assess the merit



of the technical planners' recommendations and to accommodate the developer's proposals. In most cases however this is not co-ordination, but is merely expediency and improvisation because there is no over-all plan or concept of development to provide the basis of a co-ordinating function. Frequently, even where a plan is available the political authority finds it expedient to ignore the plan and improvise solutions to specific problems in terms which will produce a second-rate city although it may admittedly serve some other purpose better.

However, where plans are ignored, they are ignored most often because Council lacks any conviction about the plan's usefulness. Sometimes this may be because the plan itself, or the planner, has failed to convey to Council any sense of the significance of the proposal, although I am inclined to think that this happens in a minority of cases. In most cases where plans are ignored, I strongly suspect it is because the members of council are not really convinced that it makes very much difference what happens to a piece of property, as long as it is developed and produces a decent revenue both for the developer and for the city's tax coffers. The visual or civic design qualities of the development and the role it will play in the long-term elaboration of the physical environment are matters which to them are of relatively minor importance. We are living in a time when the idea of a city as an artifact, as a human creation, doesn't excite a great deal of interest. The problems of the city as the physical setting in which most of us play out our lives have been overshadowed by other problems. I doubt very much whether any philosopher or social thinker living today, other than those directly involved in city planning, could have written: *the highest and most beautiful form of thought is that which is concerned with the ordering of the city, this being practical wisdom and justice.*" Those words were written some 400 years BC by the philosopher Plato, generally acknowledged to be one of the founders of the whole structure of western thought. Today we are far more concerned with the social problems that occur in the city than we are with the physical form of the city itself, within which those problems occur. And yet, it is the form of the city which is council's greatest responsibility.

Sewer and water systems, roads, schools, parks and recreation facilities, urban renewal and public housing, regulation of buildings, and other elements of the physical environments — these are the things which consume the largest portion of the civic budget and the council's time. And we are to have such a function as the co-ordinator of the planning team, that too must

be council's responsibility. The formulation of civic policy out of the elements of the public will, professional recommendations, and private interests, is a co-ordinating function, but I don't think it can be properly performed until there is a much clearer and generally accepted notion of the kind of cities we want, and a much greater sensitivity to their visual and functional aspects.

The improvement of public taste and sensitivity to the physical environment is mainly a matter of education, and may prove to be a long and difficult process. The task of clarifying the image of the city may be just as long and difficult, but in it the professional planner has a major role to play. Out of the chaotic welter of inarticulate views and conflicting desires which constitute public opinion, the planner must try to distil some essence of public values and convert them into a technical concept of the city. This too is a job of co-ordination, and if the council has the main job of co-ordination at the policy level, the planner has the job of co-ordination at the technical level.

Moreover, if there is any place in the planning process where the concept of a planning team has any real meaning it is at the technical level of the professional planner. I believe that to limit the definition of planning to the preparation of technical proposals is to put very rigid limits indeed on the concept, but it is only within these narrow limits that a team in the proper sense of that word can be found. And in fact the phrase the "planning team" as it is commonly used refers to the group of professionals who are engaged on the preparation of the technical proposals for the community plan. An important parallel to this idea is the notion that the team must be co-ordinated by the professional planner. Both of these ideas are enjoying a current vogue, and their most popular advocates are to be found amongst the professional planners themselves.

The idea of the planner as co-ordinator deserves some discussion. The question which this notion inevitably raises is "whom or what does the planner co-ordinate?"; and the usual answer is that he co-ordinates the work of the engineer, the architect, the economist, and other specialists who are involved in the technical aspects of the plan. If one pursues this line of reasoning one arrives at the conclusion that the planner is really an administrator, because the job of co-ordinating these other skills does not require any planning skill as such, but does require a great deal of administrative ability. It is well known that some of the most successful "co-ordinator-planners" have no formal planning background whatever. Moreover the notion of the planner



as co-ordinator implies a situation in which the planner directs the planning team but he is the only planner on that team, the others being specialists of one kind or another, but not planners. If this were a workable arrangement there would be a need for only a relatively small number of planners to fill the positions of director of the various planning offices, and the rest of the staff positions could be filled by engineers, architects and so on. This however is not the case. It is found necessary that all members of planning staffs at the professional level should be planners. In my view the reason for this is that the planner is something more than an engineer or an architect or an economist or whatever his speciality may be. He is such a specialist, but in addition he has a particular way of looking at his problems, he has a particular set of terms of reference which make him different from the specialist who is not also a planner.

The difference is that the planner looks at his problems in the round; he takes a comprehensive view of development, and his time horizon is longer than the other specialists. These attitudes are the great distinguishing characteristics of the planner; all other features which set him aside from the normal specialist or professional are relatively unimportant. In recognizing this fact however I must emphasize that I do not agree with the commonly held notion that the planner is a "generalist." And around this issue revolves a lively debate about education for planning.

### Planning Courses

There is a considerable body of opinion which supports a much longer period of education for the planner, longer, that is, than the present two year post-graduate course. Many advocate an undergraduate course, mainly on the conviction that it requires this long to turn out a "generalist." I confess that I am not sure what is meant by the word "generalist," but I have a nagging suspicion that some of the educational attitudes and programmes which indicate a leaning in that direction merely reflect a moist-eyed affection for the vague almost mystic overtones of humanism and universal sympathy which the word evokes, without any critical insight into its implications. Perhaps I am being unkind out of my own ignorance. Nevertheless the word suggests only two kinds of people to me: either someone who is particularly skilled in everything, or someone who is particularly skilled in nothing; the generalist as the "universal man", or the generalist as "jack-of-all-trades-and-master-of-none."

Although many of us who are professional planners secretly believe that we belong to the former category,

I cannot think that it is the objective of any planning school to make this sort of Renaissance Ideal out of its students. The usual objective is to expose the student to as many facets of the planning function as possible so that he will not be completely ignorant of their existence; so that he will know what problems he can handle and when he is out of his depth; and so that he will know where to turn for advice. But to say that these qualities make a man a "generalist" is in my view simply nonsense, or else, as I suggested, I really don't understand the meaning of the word. These are the qualities that one can expect to find in any well-educated and prudent person — even the most intensely specialized. On the other hand one has no right to expect special skill in a person who has had no specialist training, no matter how well-rounded and prolonged his generalized education has been. And without specialist skills, planning is mere dilettantism. Certainly the idea of a planning team at the technical level — which is an idea I emphatically support — means nothing at all if it does not mean a group of people each of whom is a specialist in some particular field, but all of whom think in terms of the same concepts of total structure evolving through time.

I once had a teacher who had a very profound grasp of the nature of the planning function. He used to talk about "the composite mind" which was really his phrase for the planning team, and which is in my view by far the better phrase. "The composite mind" provides a deeper insight into the nature of the relationship between its members than does the "planning team". It recognizes the fact that no single mind is subtle or versatile enough to be able to encompass all the disciplines necessary for the planning function, while at the same time recognizing that the separate minds required must nevertheless function as a single mind.

Whether we call it, the composite mind or the planning team, the concept is not realized in practice as commonly as it should be. Why this is so I cannot say with any certainty. It may be due in part to the fact that most planning offices simply cannot afford to employ enough staff to provide the necessary diversification of talent; I am not myself convinced of this because planning staffs are becoming quite large, and the number of people required to compose a good team is really very small. It may be due to the fact that there are shortages of particular types of specialists who go into the planning field. On this continent, for example, the planning field is dominated by the social sciences, and there seems to be a relative shortage of architects. . . .



In North America we planners are far more concerned about the collection and analysis of data than we are about the actual creation of the physical environment. If the idea of the planning team were truly understood, and accepted, and put into practice, then it seems to me that such anomalies would be the rare exception rather than the rule. In those circumstances, each member of the team would be recognized for what he could contribute: the analyst for his analyses and forecasts, and the architect for his design.

It is difficult to find the reasons for the failure of this idea. But I suspect that it has a great deal to do with the concept of the planner as "generalist" to which most of our planning education is devoted. I believe that, if not overtly then certainly below the level of conscious effort, there is the attempt to make the planner into a universal man, competent in every field. Such an attempt must of necessity fail, and the planner then finds himself relegated to the position of graph-maker and punch-card juggler, because the creative designer soon realizes that he has no competence and no interest in statistical data. And in the end, it is the creative designer—the Pereira and the Gruen, and the Niemeyer—who, without benefit of planner, make the cities we live in.

#### Conclusion

It is the goal of physical planning to create the best possible physical environment. I have tried to show that there are many and varied interests which enter into the making of our cities, and towns, but that it is probably impossible to get universal agreement among these interests as to what is the best possible environment. I have suggested however that each of these interests produces its own leadership which pursues with competence its own particular point of view.

And although we cannot expect to find team work at this level of the planning process, I have confidence that taste and sensibility in matters of urban form, and understanding of the process of urbanization will improve, which in itself will bring the various elements closer together. There is, however, an obvious job of co-ordinating the various viewpoints which must be done. The planning process is a political process, and job of co-ordinating, of formulating public policy, and providing leadership in implementing that policy is the responsibility of the elected political authority; and I think that our municipal councils are coming to understand the nature of their responsibility in this matter.

At the technical level, the professional planner must take the responsibility for interpreting the public's wishes and needs in the physical form of the plan. To do this requires a planning team in the true sense of the word: a team composed of specialists with a comprehensive view of both the space and time dimensions of any given development proposal. I think that this sort of team is not often found in practice because our common conception of the planner is that of the generalist—the universal man, which in itself is a negation of the team idea. If our schools would recognize the specialist skills that each student comes into the planning course with, and develop the idea of a team in which each specialist makes his unique contribution, we would be a long way towards clarifying the role of the planner and the nature of the planning function.

Given the improvements in taste and understanding that I look for in the public and political sectors of the planning complex, and the composite mind of the planning specialists, we might even yet build communities of which we can be proud.

*Adapted from an address delivered to the seminar "Urban Planning in 3D" held at the Charter House, Hotel, Winnipeg, Manitoba, January 22-23, 1964.*

#### CONGRES NATIONAL D'URBANISME 1964

27-30 septembre — l'hôtel London à London, Ontario

Les programmes anticipés et les formules d'enregistrement sont disponibles au bureau national de l'ACU — 425, rue Gloucester, Ottawa 4, Ontario.

## news

### FUTURE PLANS OF DIVISIONS

The January meeting of the CPAC National Council reviewed the activities of Divisions over the past year, and their plans for 1964. It was felt that members might find a summary of future plans of interest. It should be stressed, however, that the material which follows represents only the highlights of each Divisional report.

#### British Columbia

This Division plans to hold one-day conferences in Kamloops, Vernon, Trail and Nanaimo. If funds permit, a province-wide conference will also be held. Advisory Planning Commissions have already been called to a one-day conference in New Westminster to discuss the Role of the Commission in Expanding Communities.

It is hoped to continue the annual one-week planning course which has been held in co-operation with the University of British Columbia for the past ten years. The Division has also assisted in publicizing an extension course at the University entitled "Problems of Municipal Government" and several CPAC members will be taking part in the programme.

A fund-raising campaign will be instituted during the year, special studies will be undertaken and briefs presented as conditions warrant, and the magazine *COMMUNITY PLANNING*—B.C. will be published.

The Division is investigating the possibility of forming a Conservation Council in B.C. It will continue to campaign for metropolitan or regional government in the Lower Mainland, and to urge the establishment of a Provincial Parks System with special reference to metropolitan areas.

The Capital Region Branch in Victoria plans a public meeting to discuss and encourage the implementation of phases one and two of the Blanshard Redevelopment Plan. The Vancouver Branch will sponsor a series of local meetings to secure public support for Neighbourhood Improvement. The Fraser Valley Branch will hold public meetings to discuss the features of the Proposed Regional Plan produced by the staff of the Lower Mainland Regional Planning Board.

#### Alberta

The major concern of the Alberta Division for 1964 is to increase the membership of CPAC. It is felt that with larger participation of more citizens, results could be achieved in the field of better planning, and a larger pool of capable individuals will be available for various CPAC projects. To this end, the Division has canvassed the members of the Association of Professional Engineers of Alberta; the next step in this campaign will be an approach to all the municipalities in Alberta.

The next project is the strengthening of the existing Branches in the major cities as it was decided by the Executive that, to insist on creating new Branches in areas of low population, might be premature and could result in much wasted effort.

The Division will commence publication of a newsletter. In view of the membership campaign, the newsletter will be essential to complement the *COMMUNITY PLANNING REVIEW* and keep the interest in planning alive in the areas where there are no existing Branches.

The Division will endeavor in 1964 to persuade the Provincial Government to pass the legislation which will enable those parts of the National Housing Act dealing with urban renewal, slum clearance and public housing to be implemented in Alberta.

#### Saskatchewan

This Division is looking forward to a year of increased activity as the services of Mr. H. J. Clasky as Provincial Executive Director have been secured. Mr. Clasky will be responsible for public relations, membership campaigns and planning seminars and conferences within the Province.

It is hoped that a Saskatoon Branch of CPAC will be formed in 1964, and the possibility of forming another Branch in the southwestern part of the Province will be considered.

*CPAC National Council during the January meeting. Standing, left to right: R. L. Dunsmore, Mrs. R. H. Scrivener, Stanley H. Pickett, Justice M. A. MacPherson Jr., M. L. Brennan (National Director), F. Joseph Cornish Q.C. (President), Alex Thomson, Jacques Simard, R. Graham Murray, Q.C., W. E. P. Duncan. Seated: D. L. Makale, Morley Blankstein, H. Murray, W. T. Lane, F. Gerald Ridge, S. J. Hefferton, Harold Baker, John Gurbolt. (Mr. Charles Langlois was unable to attend this meeting; Mr. H. Murray was serving as an alternate for Mr. H. G. Bourne who was also unable to be present.)*





A Divisional Conference will be held in Saskatoon, and a seminar, combined with the annual meeting of the Division, will be held in Moose Jaw in April.

### Manitoba

The Manitoba Division intends to divide the Greater Winnipeg area into three Branches, each with its own Executive and programme of activities. This will allow the Divisional Office to concentrate on fund raising, publicity, membership, the organization of Divisional conferences and the co-ordination of Branch activities throughout the Province. To date, the Division has functioned as a Winnipeg Branch with a few Provincial members. This has not proved to be a satisfactory system for growth and extension, and five Branches are now proposed: North-West Branch, St. Boniface Branch and South-West Branch—all in the Greater Winnipeg Area, to be inaugurated in September; Brandon and District Branch to be inaugurated in October; Selkirk and District Branch to be inaugurated in November.

A two-day Conference has just been held in co-operation with the University of Manitoba. Entitled "Urban Planning in 3D: Direction, Development, Decision", this was a top-level working seminar with a registration limited to 125 persons. It is hoped to make this seminar an important annual event. Other public meetings will include: the presentation of a student project for the relocation of Winnipeg's major railway services; the presentation and discussion of the Selkirk Development Plan; a Centenary proposal of the Norwich Plan idea for Winnipeg; a one-day conference in Brandon with a tentative subject of —"The Vanishing Rural Town vs. the Distribution Centre".

The Division will continue its studies on housing and education for and about planning. TV publicity has been given to the Norwich Plan idea and the Division will continue to gather material and stimulate interest in such a project with a view to calling a

large public meeting in the spring. Liaison with other citizen groups will be extended, and the fund-raising and membership campaigns will continue. The Divisional Newsletter, *PEOPLE AND PLANNING* has been favourably received; publication will continue quarterly but, if funds are available, the number of issues will be increased and the mailing list enlarged.

### Ontario

This Division will continue its extension programme. Attempts will be made to form new branches and membership drives will be continued.

A programme of personal presentations has been prepared and this will form the basis of a fund-raising campaign to be continued throughout the year. Particular emphasis will be placed on obtaining new financial sponsors.

Publication of the quarterly bulletin *ONTARIO REVIEW* will be continued.

Planning for the 1964 Conference for planning boards, their staffs and consultants, and interested council members is well advanced. This will be a two-day conference similar in format to the 1963 Conference.

A series of committee meetings will be held with a view to the Ontario Division initiating a land-use study, to focus the attention of the citizen on the need to maintain open space, including agricultural land, in its present use. This programme would be undertaken in conjunction with ARDA.

The Ontario Division recognizes that many of the expert associations which deal with air, water and soil pollution are lacking any means of communicating with the layman. It sees this need for communication as an important role for CPAC and programmes at Division and Branch level are being evolved.

The Division proposes to investigate housing in order to determine the most appropriate role for CPAC in this Province. Rehabilitation of homes will form a major part of any housing programme undertaken.

The Ontario Division will continue to increase its efforts to publicize basic

planning principles in the high schools. Branches will be encouraged to develop a close liaison with the high schools in their respective areas.

The Division is always alert to any developments in regional planning and will continue to work towards the goal of over-all planning. Steps have already been taken to foster arrangements with those departments of the Provincial Government engaged in area or regional development. The Division is discussing its most effective role in conjunction with the Provincial Department of Planning and Development which is already deeply engaged in this field. An investigation will be conducted into the policies for the location of future industrialization of communities.

Programmes designed to promote thought and stimulate interest in the community projects associated with the Centennial are being planned for the Division and Branches.

The Division proposes to continue its encouragement of community rehabilitation programmes across the Province. A programme of exploratory visits to new areas with the Norwich Union representatives has been arranged.

While the Ontario Division's Branches conduct their own programmes according to local needs and planning issues, a desirable measure of continuity is maintained through the Branch Chairmen's membership on the Divisional Executive. By this means the policies and programmes of these two levels of the Association are completely compatible. On January 18th a day-long Seminar was held in Toronto for Branch Chairmen and key members of their Executives to exchange ideas and practices between themselves and the Divisional Executive.

### Québec

One of the major activities of this Division will be a large conference for the end of May on l'Île-Jésus, north of Montreal, to discuss Regional Planning on the Island. The area involved has a population of over 100,000 and all cities on the island will take part



in the Conference. Publicity from this Conference should be good.

The principal aim for 1964 in the Québec Division is the revival of all Branches and the encouragement of activity with a view to having each Branch promote projects in their own vicinity or area. In 1963 this aim was achieved to a very great extent in the Montréal and Rivière-du-Loup Branches.

All Executives at every level of the Division are being briefed regarding their responsibilities in connection with the above.

A brief will be prepared in 1964 to the Provincial Community Planning Commission giving the recommendations of the Québec Division of CPAC on planning matters within the Province of Québec.

The Annual General Meeting of the Division is scheduled to be held in Duvernay P.Q., in June. Publication of the quarterly REVUE will also be continued.

### Nova Scotia

The Nova Scotia Executive has spent considerable time recently evolving a philosophy for CPAC in Nova Scotia which will form the basis of its future

operations. Agreement has been reached in the Executive that *the function of CPAC is to promote public participation in planning by providing the means by which interested citizens can become informed and can express themselves on issues related to planning.*

The future general functions of the Division will be fourfold:

- (a) To maintain communication with the National level of CPAC and to handle memberships and funds;
- (b) To carry on promotional activities regarding the benefits of community planning and CPAC membership;
- (c) To encourage the formation of, and to support, CPAC Branches in Nova Scotia communities;
- (d) To act for CPAC on planning matters that extend beyond local boundaries.

Specific activities in 1964 will be concentrated on two main objectives: Branch formation and a public relations programme. The Executive Secretary will travel throughout the Province to stimulate group interest leading to the formation of new Branches of CPAC. It is hoped that a Halifax Branch will be formed within

a few months. The Division has acted as the Halifax Branch for some years, but the Executive now feels that the Division cannot become involved in the particular planning problems of any one community. It must be free to perform province-wide functions, leaving specific problems to the local Branch of CPAC.

The publicity campaign will be continued, and it is hoped to begin publication of a regular newsletter for all Nova Scotia members.

The Division By-Laws will be revised in 1964.

### Newfoundland

This Division intends to increase its activities through the holding of monthly meetings and discussion groups to study local planning matters. Members of the St. John's Planning Commission have already been invited to participate in the sessions.

The Executive is anxious to increase its membership in the areas outside of St. John's and intends to make this a part of the 1964 programme.

Bi-monthly publication of the NEWFOUNDLAND COMMUNITY PLANNING REVIEW will be continued.

## books

### THE ANCESTRAL ROOF

Domestic Architecture of Upper Canada

By Marion MacRae and Anthony Adamson, with photographs by Page Toles. Published by Clarke, Irwin & Company Limited, 791 St. Clair Avenue West, Toronto 10. \$10.00

It has taken far too long for Canadians to become aware of their own architectural heritage. If we excuse ourselves by saying that we are too busy with the present, we should note that our ancestors, faced with the basic problems of settlement, took the time to build with taste, charm and individuality. But our indifference has led us beyond building with no distinction to the senseless destruction of the very heritage from which we could draw inspiration.

Professor Adamson writes: "During the writing of this book, approximately one

house in eleven which we found interesting or of architectural merit has been either pulled down, burned or so altered as now to lack interest or merit. Our architectural heritage is vanishing, and not slowly. It is in need of understanding and of protection".

Marion MacRae is an instructor in Design and Museum Research at the Ontario College of Art; she tells the story of domestic building in Ontario between 1783 and 1867 with quiet wit and an urbane turn of phrase. Anthony Adamson, Vice-President of the National Capital Commission and chief design consultant for Upper Canada Village, provides indispensable visual comments in the form of line drawings, plans and elevations which form an integral part of the book. Taken especially for the book are 209 photographs by the eminent architectural photographer Page Toles.

Publication of this excellent work was assisted by a Canada Council grant. We sincerely hope that it will become the first of a series covering the whole of Canada.

### THE CANADIAN OXFORD DESK ATLAS OF THE WORLD

Second Edition

Advisory Editor: E. G. Pleva, Professor of Geography, University of Western Ontario; assisted by Spencer Inch, York Mills Collegiate. Published by the Oxford University Press, 70 Wynford Drive, Don Mills, Toronto. \$3.95

This atlas is the second edition of the work first published in 1957. It has been brought up to date with the addition of many new maps and other recent information, including the 1961 Canadian Census figures. The 28 page section on



Canada contains general and regional maps, some newly-revised for this edition, and a variety of maps on special subjects (communications, agriculture, geology, etc.). The remainder of the book contains sections on North and South America, the British Isles, Europe, Asia, Australia, Africa and a section of world maps covering many special subjects such as physical relief, geology, vegetation, climate, industry, population, etc. There are in all 120 pages of maps and supplementary tables, a 12-page Gazetteer of Canada, and a 20-page Gazetteer of the world.

#### Two Theses:

#### THE PLANNED NON-PERMANENT COMMUNITY

*An Approach to development of New Towns based on mining activity*

*By V. J. Parker*

This treatise was submitted in 1960 as an M.Sc. thesis to the Department of Community and Regional Planning of the University of British Columbia.

The modernization of the mining industry has radically altered the character of the mining town. No longer a short-term operation carried out by a multitude of small companies working with a minimum capital outlay, the industry is now operated by huge corporations investing considerable capital in their long-range operations. Dependence on migrant labour willing to put up with primitive conditions has been replaced by a need to woo skilled personnel to the northlands by providing attractive living environments for their families.

However, the towns which are created by the industry are still largely single-enterprise communities, dangerously susceptible to the "boom and bust" cycle, and likely to remain so. How is it possible to create a healthy living environment which is economically feasible under these conditions of impermanence?

Mr. Parker suggests that planners must learn to accept the temporary character of these areas and use different techniques than those which have validity in per-

manently settled places. He studies the mobile home community and the demountable house construction village of the Tennessee Valley Authority, and points out the need for more research in this important field.

#### YELLOWKNIFE, N.W.T.

*A Study of its Urban and Regional Economy*

*By L. S. Bourne*

This study was an M.A. thesis submitted to the Faculty of Graduate Studies at the University of Alberta in 1963.

Mr. Bourne has taken a regional approach to the economic problems of northern areas, using Yellowknife, N.W.T. and its service region to the north and east as an example. The town is a gold mining community which, because of its location, transportation facilities and urban amenities, has become an important service centre. The author contends that communities such as Yellowknife, which have received considerable government subsidy, should be planned from the beginning as permanent regional centres serving the temporary and mobile mining camps within the region.

Such a settlement pattern, adapted to meet local conditions, would be economic and beneficial throughout the north if it were based on a master plan of resource and community development. The responsibility for initiating such regional planning measures and subsidized permanency rests with the federal government.

Both these theses have been published by the Northern Co-ordination and Research Centre of the Department of Northern Affairs. Copies have been placed in the libraries of all Canadian universities, many American colleges, and northern research centres. A limited supply of copies is available from the Department at no charge; inquiries should be addressed to V. F. Valentine, Chief, Northern Co-ordination and Research Centre, Department of Northern Affairs and National Resources, Ottawa.

#### TRANSPORTATION AND POLITICS

*By Roy I. Wolfe. A Van Nostrand Searchlight paperback, published by the D. Van Nostrand Company (Canada) Limited, 25 Hollinger Road, Toronto 16. \$1.75*

A far ranging survey of world history from the point of view that transportation facilities exert a powerful influence on political and military events.

The author is Geographer with the Traffic and Planning Studies Section of the Ontario Department of Highways.

#### THE HUMAN CRISIS

*By Julian Huxley. Published by the University of Washington Press, Seattle 5, Washington, USA. \$2.95*

Sir Julian Huxley, former director-general of UNESCO, draws on his experience as biologist, planner and traveller to comment on problems facing our civilization. He holds that the solution lies in the "Humanist Revolution"—the new vision of human destiny brought about by the knowledge explosion of the past hundred years. This revolution is leading to a new organization of thought, based on evolutionary and humanist ideas. The implications of this view apply to a wide variety of human activities. In conservation it requires an ethical relationship with both living and nonliving resources; in the international sphere it calls for an enlightened programme of aid to underdeveloped areas and a modification of nationalism. An emphasis on quality, greater consideration of aesthetic factors in urban planning, and a re-examination of the premises and methods of education are required. "The fully developed individual is the highest organization of which we have any knowledge, and a harmonious and well-organized personality is the individual's contribution to the over-all process".

Presented as the inaugural John Danz Lectures at the University of Washington, this book is a provocative challenge for scientists and economists, planners and politicians.

### 1964 NATIONAL PLANNING CONFERENCE

September 27-30 — Hotel London, London, Ontario

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CPAC National Office, 425 Gloucester Street, Ottawa 4, Ontario.

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Prof. Marshall McLuhan, University of Toronto

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Prof. E. L. Thomas, M.D., P.Eng., U. of Toronto

For descriptive brochures containing full details of the Seminar and application forms, write to:

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Doon School of Fine Arts, University of Waterloo,  
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Lists of current vacancies in planning positions in Canada may be obtained from the CPAC National Office,  
425 Gloucester Street, Ottawa 4, Ontario



